

JPRS 77012

16 December 1980

USSR Report

HUMAN RESOURCES

No. 21



FOREIGN BROADCAST INFORMATION SERVICE

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LABOR

RSFSR LABOR COMMITTEE CHAIRMAN ON IMPROVING MANPOWER UTILIZATION

Moscow SOTSIALISTICHESKIY TRUD in Russian No 9, Sep 80 pp 80-89

[Article by A. Sozykin, chairman of the State Committee for Labor RSFSR: "Better Utilization of Labor Resources Is the Way To Improve Production Efficiency"; passages enclosed in slantlines printed in boldface]

[Text] Together with the acceleration of scientific and technical progress, the rational utilization of labor resources is a most important prerequisite for the proportional and dynamic development of the Soviet economy and for raising the efficiency of social production. Now, as CPSU Central Committee General Secretary Comrade L. I. Brezhnev noted in his report at the CPSU Central Committee June (1980) Plenum, "We have set ourselves the fundamental task of improving production efficiency and the quality of work. It should be constantly in our field of view. It is also essential to give further thought of ways to accelerate scientific and technical progress, strengthen labor and state discipline and insure a definite growth in labor productivity."

The CPSU and the Soviet Government are giving this task their constant and unremitting attention. This can be seen in the CPSU Central Committee and USSR Council of Ministers decree "On Improving Planning and Strengthening the Influence of the Economic Mechanism on Increasing Production Efficiency and Work Quality," in which are contained the main positions and the concrete measures to improve the utilization of material and labor resources. This same decree makes it incumbent upon labor agencies to present to the planning agencies proposals and calculations for the balances of labor resources at the territorial level; to draw up and implement economic and organizational measures aimed at strengthening conformity to plan in the allocation and reallocation of manpower, reducing turnover and strengthening cadres; and to exercise systematic control over the efficient utilization of labor resources in the national economy. Realization of these decisions requires enhancement of the activity, purposefulness and effectiveness of the activity of the RSFSR State Committee for Labor and all its subdivisions. And this is natural, since the successful development of the RSFSR economy is largely conditioned by the level of utilization of labor resources.

/The Balanced Nature of Demand and Resources Is Paramount/

Experience shows that drawing up long-range and current plans for the economic and social development of the national economy, fully balanced with labor and material resources, is now paramount. In the present situation, which is

characterized by a slowing down of their growth rates, it is extremely important to raise the level of the allocation and reallocation of manpower between production and nonproduction spheres and between the sectors of the national economy and the various regions of the RSFSR in conformity with the plan. The balance of labor resources is one of the main tools for planning and rational allocation of social labor in definite proportions on the sector and territorial levels. And this places on the labor agencies new, more complex obligations associated with further improvement of balance work, with the need to make better analyses of labor resources utilization and to reveal sources and potential for providing the national economy with cadres.

Until recently the RSFSR labor agencies participated only in working out balance calculations for manpower available for kolkhozes and sovkhozes. Starting with the 11th Five-Year Plan they will be presenting proposals and calculations to the planning agencies on the labor resources balances at the territorial level.

Accordingly, on the basis of research conducted by the Central Scientific Research Laboratory for Labor Resource (TsNILTR), even by the end of 1979 the RSFSR State Committee for Labor had completed preplanning work on predicting the reproduction and allocation of labor resources, and had also made an evaluation of availability of manpower in the RSFSR national economy broken down by autonomous republics, krays and oblasts for the 11th Five-Year Plan and by economic regions for the long term. This will enable us in the future to engage in conformity with the plan in preparing and substantiating recommendations for the disposition and development of production forces in the republic.

For this same purpose and in order to improve work with the RSFSR State Committee for Labor at the local level, on the basis of recommendations from Gosplan, the USSR State Committee for Labor and the USSR Central Statistical Administration, concise methodological instructions have been drawn up for preparing proposals and calculations on labor resource balances for ASSR's, krays and oblasts. They are in three sections in which questions of analyzing prevailing situations with labor resources are clarified, forms are set forth for calculations, and a scheme for the report document is provided. Provision should be made in proposals and calculations of labor administrations and divisions for the possible scales of recruiting into the sectors of social production the able-bodied population engaged in domestic work and private farming, including the creation of certain conditions such as providing housing, offering places in preschools, work-special benefits and so forth (calculations are made on the basis of the 1979 census); for contingents involved in the territorial reallocations of manpower within the system of organized recruitment and resettlement of workers; for the numbers of young people graduating from general educational schools and placed in jobs in the national economy, and for the possible scales on which persons above pensionable age can be recruited into social production.

The instruction's data enable labor agencies at the local level to make objective evaluations of the situation regarding the formation of the region's labor resources and their distribution in kinds and spheres of activity, and

to outline sources for replenishing manpower in the national economy. Moreover, they help in drawing up proposals for the territorial distribution of labor resources (resettlement, organized recruitment), job placement for young people, the further recruitment into social production of the nonworking population and pensioners, and bring manpower up to strength at projects nearing completion.

The required quality in making calculations for long-range and annual balances of labor resources, however, can be achieved only when a number of questions relating primarily to improving accounting and accountability for labor and providing labor agencies with the essential economic and statistical information in good time have been resolved. In particular, the form of the accounting balance for labor resources must be changed. It now requires data that show the division of manpower according to sex and age, with the urban figures and the rural figures separate. Up to now there has been no accountability reflecting fulfillment of plan targets for labor productivity growth according to factors, nor all the indicators for the development of the social infrastructure separately for urban and rural localities. In our view, it is essential to extend the annual accounting for kolkhozes to include the participation of kolkhoz members and their families in socioeconomic activities, using indicators that characterize the time spent by kolkhoz farmers in other sectors of the national economy, and so forth.

Guided by party and government decisions on the economic mechanism, and also by the instructions of the USSR Gosplan, the USSR State Committee for Labor and the USSR Central Statistical Administration, the RSFSR State Committee for Labor has presented to the republic Gosplan and the USSR State Committee for Labor the proposals and calculations it has drawn up for the balances of labor resources in the RSFSR for 1981, both in total and for economic regions. Based on analysis of the prevailing demographic situation and the situation with regard to reproduction of labor resources, an evaluation is made in them of sources of additional possibilities for making manpower available to the RSFSR national economy. In particular, the inadequate balance of labor resources and sector requirements for manpower are uncovered. This will be felt particularly acutely in the Northwest, Central, Central-Chernozem, Volgo-Vyatsk and Ural economic regions. In Siberia and the Far East, the gap between growth rates in requirements for workers and employees on the one hand and labor resources, on the other, will increase in connection with the accelerated exploitation of natural resources and the buildup of economic potential. The proposals we have passed to the RSFSR Gosplan are aimed at implementing important measures to make good losses in manpower in the economic regions. They provide, in particular, for further improvement in the structure of employment in the population, the compilation of goal-oriented programs to reduce manual labor and the resolution of questions concerning sources for bringing cadres up to strength at existing enterprises and those being created.

There has recently been a significant rise in the role of local labor agencies in providing production associations (enterprises) and organizations with manpower, and there has been an increase in their activity in allocating and reallocating labor resources in conformity with the plan. Last year, for

example, within the planning procedure help was provided for more than 1,000 kolkhozes and sovkhozes in recruiting agricultural personnel, and in particular, 12,500 families were resettled to kolkhozes and sovkhozes. Almost 100,000 workers found through organized recruitment were assigned to 550 enterprises and construction sites. Some 1.2 million persons were assigned to enterprises and construction sites through the 151 urban job-placement offices in the republic alone. A total of more than 50,000 enterprises and organizations, or about 70 percent of the total within the offices' zone of activity, make use of their services. Local labor organs have the task of finding jobs for school graduates and pensioners and of utilizing other sources of manpower. By introducing additional targets and calculation indicators and strengthening control over their fulfillment we are trying to enhance the role of local agencies in providing enterprises and organizations with the workers and employees they lack.

Providing qualified personnel for newly commissioned capacities is a new direction in the work of the State Committee for Labor and its local agencies. Each year, together with the ministries, the committee draws up a list of construction sites nearing completion that need manpower. In 1979 more than 60,000 persons were assigned to 400 such enterprises. For the first time labor agencies have become involved in providing manpower for enterprises that were commissioned in earlier years but that have not reached production capacities because of personnel shortages.

/Comprehensive Mechanization--the Way To Reduce Manual Labor/

Revealing and mobilizing internal production labor reserves is now acquiring special importance; and the fact should not be ignored that increasing labor productivity growth rates and efficiency should take place simultaneously with the development of production automation and mechanization, which will entail a considerable reduction in manual labor. And this is important in both the economic and social spheres.

During the 4 years of the present five-year plan, within the industry of the RSFSR steps have been taken to further mechanize and automate production processes and the number of comprehensively mechanized enterprises, sections, shops and production facilities has been considerably increased. As a result, the numbers of workers engaged in mechanized labor have risen by 455,000 or 7 percent. At the same time, the proportion of manual labor still remains high but is being reduced slowly. According to figures from a trade union census conducted by the RSFSR Central Statistical Administration, on 1 August 1979 some 40.5 percent of all workers in industry within the republic were engaged in manual labor. Despite the fact that over the 4 years of the five-year plan its share has been reduced 1.7 points, the absolute numbers of those engaged in manual labor not only have not decreased but have even somewhat increased. The number has now reached 6.3 million (excluding those engaged in the servicing and maintenance of machines and mechanisms). The proportion of manual work in construction is even higher at 57.5 percent, and also in some agricultural operations. In 1979, in cropping, for example, about 3 million persons were engaged in manual work with horses alone. In

livestock farming, hand milking of cows is still widespread. A particularly large number of women are engaged in this heavy labor in the Chuvashskaya and Buryatskaya ASSR's and in Orlovskaya, Bryanskaya and certain other oblasts where the shortage of agricultural workers is felt particularly acutely. At the same time, only 5 percent of milkmaids and milking-machine operators are working on a two-shift basis in dairy farming in the republic.

This is why today the problem of raising labor efficiency in all sectors of the national economy is acquiring exceptional significance. It affects the economic agencies at all levels.

In our view, the most effective organizational form of solving this problem is the compilation and implementation of a comprehensive, goal-oriented program to reduce manual labor. It should provide for the implementation at enterprises of documentation of manual operations, determination of measures for their mechanization and the time periods for their accomplishment, requirements for materials and equipment, funding sources, responsible executives and calculation of the economic effect, that is, indicate where, when and by what means the mechanization of manual labor should be accomplished.

The lag in the mechanization of manual labor in subsidiary production, where today almost half the labor force is employed, is a cause of special alarm. It should be noted that at enterprises in the RSFSR 63 percent of personnel labor has been mechanized for main operations, while the figure for subsidiary operations is only 28 percent. At the same time, research conducted by sector institutes shows that expenditures on the means of mechanization and automation of operations equivalent to the release of one worker are four to five times less in subsidiary production than in main production. There are numerous examples where, as the result of comprehensive mechanization and automation, a reduction is achieved in the numbers of workers engaged on unqualified labor and labor productivity growth is insured. Thus, in Sverdlovskaya Oblast good results in this have been achieved by the collectives at the Machine Tool Plant imeni M. I. Kalinin and the Pnevmostroymashina imeni S. Ordzhonikidze production associations, the Verkhnesaldinsk Metal-Working Plant and others. In the past 2 years special attention has been paid here to raising the level of mechanization for loading and unloading operations. Whereas at the end of 1978 about 18,000 persons in Sverdlovsk were engaged in these operations, and of these only 54 percent are in mechanized sections, implementation of the measures drawn up will make it possible by the end of the five-year plan to increase the proportion of those engaged in mechanized sections by a factor of 1.2. Using both their own experience and that of Zaparozhskaya Oblast, the people at Sverdlovsk have set about drawing up at each enterprise specific measures aimed at sharply raising the level of production mechanization.

Rich experience in compiling goal-oriented programs to reduce manual labor has been gained in Chelyabinskaya and Kuybyshevskaya oblasts. Having studied and generalized it, the State Committee for Labor jointly with the RSFSR Gosplan has prepared methodological instructions to aid sector and

soviet agencies to develop similar programs for the 11th Five-Year Plan. This is of great significance in the sense that a new indicator--a target for reducing the use of manual labor--will be established in the state plans for economic and social development.

The RSFSR Ministry of the Food Industry has been one of the first in the republic to prepare this kind of goal-oriented program. Calculations show that fulfillment of this program will make it possible to reduce considerably the proportion of manual labor and make tens of thousands of workers unnecessary. In Chelyabinskaya Oblast, which has come up with an initiative to reduce considerably the use of heavy manual labor on the basis of wholesale documentation of all labor-intensive processes, the numbers of those working manually has also been reduced during the five-year period, while working conditions for the workers have been improved, which is of great social significance.

Goal-oriented programs to reduce manual labor in the 11th Five-Year Plan are being drawn up in Moscow, Krasnoyarskiy Kray and in Gorkovskaya, Kalininskaya, Kemerovskaya, Murmanskaya and a number of other oblasts. As a rule, special commissions created by party and soviet agencies and made up of workers from planning commissions of executive committees, labor agencies and so forth, together with business executives, are engaged in this work. The scientific and technical societies, councils of efficiency experts and inventors, and trade union and Komsomol organizations are making a considerable contribution. However, in individual ministries and locally in some places preparation of the programs is still being conducted slowly even though they must be completed before confirmation of the state plan for economic and social development for the 11th Five-Year Plan, which will make it possible to provide material and financial backup for them.

In our view, in the mechanization and automation of production processes, including the reduction of manual labor, priority should be given to enterprises located in the regions of Siberia and the Far East. The savings from mechanizing each working place here are the most advantageous since wages are higher there than in the European part of the country while their proportion in industry is still significant. These operations should also be carried out first in regions where the balance of labor resources is strained.

Accelerating the rates at which mechanization of manual labor is carried out in the RSFSR national economy is an objectively necessary economic task and it is of profound social import. According to data from numerous sociological investigations, today those who quit frequently rationalize their departure from an enterprise by the unfavorable working conditions and the need to perform heavy manual labor.

Experience shows that only comprehensive planning for social development substantially influences increased work efficiency in many production collectives. Thus, one of the main sections in the plan for social development for the collective at the Severskiy Pipe Plant imeni Merkulov in Sverdlovskaya Oblast is the one in which the reduction of heavy manual labor is reflected.

Here, during the 4 years of the current five-year plan more than 100 measures have been implemented to mechanize labor processes, and this has made it possible to make work easier for 600 persons. Similar examples prove that it is an important internal reserve for improving the utilization of labor resources and that special attention should be paid to it.

Drawing up a goal-oriented program for reducing manual labor in agricultural production is no less important. Now, when real steps are being taken to further reequip agricultural technically, the achievements of science and technology are being introduced, major livestock farming complexes are under construction, qualified cadres are being trained and so forth, it is no longer possible to be reconciled to the great proportion of manual labor in this sector.

/The Utilization of Manpower Under the Control of the State/

Considerable potential for saving labor lies in better utilization of labor resources and in substantially reducing losses of working time through reducing idle time, violations of labor discipline and personnel turnover. State control over the utilization of manpower, whose implementation is the responsibility of the labor agencies, should provide real help for enterprises. The RSFSR State Committee for Labor and its local agencies have taken concrete steps to improve this work. A definite system has now been established for carrying it out. An inspection has already been made on how personnel are being utilized at enterprises and organizations of 29 ministries and departments, including 10 all-union and union republic enterprises. Questions concerning the organization of this matter at enterprises and organizations of the RSFSR Ministry of Agriculture, the RSFSR Ministry of the Fish Industry, the RSFSR Ministry of Housing and Civil Construction and the RSFSR Ministry of Procurement have been examined at sessions of the state committee. Steps have been taken by the ministries in accordance with results from the inspections, to eliminate the shortcomings found.

Our practical work includes the systematic carrying out of recurrent inspections, which have shown that a number of ministries and departments (the RSFSR Ministry of the Textile Industry, the RSFSR Ministry of Local Industry, the RSFSR Ministry of Land Reclamation and Water Resources and others) and the enterprises and organizations subordinate to them are taking concrete steps to make more efficient use of manpower and are setting targets to reduce losses of working time and personnel turnover.

The State Committee for Labor has passed the most important questions concerning major shortcomings in granting leave with administrative permission, operating hours at enterprises serving the public and so forth to the RSFSR Council of Ministers for examination. The RSFSR government has adopted appropriate decisions on them. Together with the RSFSR Gosplan we have prepared and presented to the RSFSR Council of Ministers material on the utilization of working time in the sectors of the national economy. After it had examined this material the RSFSR Council of Ministers Presidium made it incumbent upon all RSFSR ministries and departments, the councils of ministers of the autonomous republics, krayispolkoms and oblispolkoms to

take steps to eliminate the shortcomings revealed and in particular to establish more convenient operating hours for everyday services organizations and establishments. As well as comprehensive and recurrent inspections, we also conduct specific inspections on such questions as, for example, implementation of measures to reduce manual labor in organizations of the RSFSR Ministry of Agriculture, the utilization of seasonal kolkhoz workers and other citizens at construction sites in rural localities, and the assignment of personnel in the organizations of a number of ministries. Operational control over agreement between the numbers of workers and employees and the labor plans is effected in contact with the local agencies of the RSFSR office of the USSR Gosbank.

We give much attention to studying and generalizing leading experience in raising efficiency in the utilization and assignment of manpower in production. In particular, study has been made of practical work in stabilizing the production collective at the Moscow Confectionary Factory imeni P. A. Babayev and the kolkhoz imeni Lenin in Gorkovskaya Oblast. Through the joint decisions of the committee, the appropriate ministries and the trade union central committees, this experience has been approved and recommended for dissemination at enterprises of the food industry and in agriculture.

Local labor agencies have also activated their work in effecting state control over the utilization of manpower, which has made it possible to raise its efficiency. As a rule, as the result of inspections, concrete steps are taken aimed at eliminating the shortcomings revealed. These questions are also reviewed by party and soviet agencies.

We attach great importance to measures to strengthen labor discipline and reduce cadre turnover in the national economy. In January of this year the Komsomol Central Committee and the RSFSR State Committee for Labor adopted a joint decree on the status of labor discipline among young people (using Tomsk as the example), which contained an analysis of how Komsomol committees and labor organs recruit young people into the struggle to raise efficiency and work quality. At the same time, considerable reserves were revealed at many enterprises in industry, transportation and construction sites in the city for raising the efficiency of social production through reducing non-production expenditures and strengthening labor discipline. It was proposed that the Tomsk oblispolkom for the labor section, the job placement office and the city's Komsomol committees increase their assistance to the economic agencies by reinforcing enterprises and organizations with young cadres. Special attention was given to the need to assign general education school graduates to the sphere of material production, to check carefully the preparedness of enterprises to accept young people, and to effectively control efficiency in their utilization and create the conditions essential to assign them in production.

Taking into account the extraordinary importance of working out concrete measures in accordance with the CPSU Central Committee and USSR Council of Ministers and AUCCTU "On Further Strengthening Labor Discipline and Reducing Cadre Turnover in the National Economy," the Komsomol Central

Committee Bureau and the RSFSR State Committee for Labor have made it incumbent upon local labor agencies jointly with the managers of enterprises and organizations and Komsomol committees to examine the state of affairs with labor by young people in production and to outline measures aimed at raising its efficiency, strengthening labor discipline and reducing turnover. A concrete plan has been worked out for the purpose of implementing the Komsomol Central Committee Bureau and RSFSR State Committee for Labor joint decree.

As well as effecting state control over the utilization of manpower the State Committee for Labor makes checks on how the limits for numbers of workers are being observed at associations and enterprises. It should be emphasized that we encounter many instances of violations. This year already cases have been established where above-plan personnel have been retained at enterprises of the Ministry of Machine Building, the Ministry of the Automotive Industry, the Ministry of Construction, Road and Municipal Machine Building, the Ministry of Heavy and Transport Machine Building and others. The oblast Gosbank offices are still very shy about applying the important economic lever--their right to reduce by 50 percent the wages fund for the volume of output produced by means of excess numbers when targets for labor productivity growth are not met. And this leads to a situation in which there is excess manpower at some enterprises while at others there are acute shortages.

It should be noted that methodology for planning numerical limits for workers and employees needs further improvement. How, for example, is this limit determined for a ministry if, say during the first quarter its "ceiling" is planned at 100,000, while during the second quarter it is 103,000, during the third 115,000 and during the fourth 110,000? At first glance this is simple: it is 115,000. But, in fact, it is 107,000, the so-called average annual number. Of course, when the calculation is made in this way, the limit will be maintained even though it exceeds the figure in any given quarter, provided that the magnitude for the year remains within the plan limits. During the third quarter of 1980 many ministries have planned for numbers of workers and employees that considerably exceed the plan limit. At the 11 ministries we checked alone, this excess amounted to more than 160,000. And from where in the RSFSR can so many additional workers be found? In our view, the limit should be regarded not as an average annual size but as a maximum number which can only be less depending on production volumes by quarters. Otherwise, within given periods it is not possible to avoid a disproportion between the demand for manpower and the possibilities of satisfying the demand. It is also necessary to establish a close tie between the limit established by ministries and departments for subordinate enterprises and the availability of labor resources in a given territory, and, moreover, any increase in the numbers for a planning period should be agreed with local planning commissions and labor organs.

The basis of state control is taken to be the position that at existing enterprises increases in industrial output should as a rule be achieved through labor productivity growth, that is, with the same or less number of people. Up to this year local labor agencies used to examine data on planned and actual numbers of workers at enterprises every quarter, and if cases of above-plan manpower were found, took steps to prevent any increase.

In the Gosplan, State Committee for Labor and USSR Central Statistical Administration instructions sent to local agencies in April this year, a procedure is set forth in accordance with which, regardless of their departmental status and within time periods established for their ministries and departments, associations, enterprises and organizations first agree with the planning and labor agencies the figures on increases in the numbers of workers and employees for the planning period and determine possible sources for these increases. Hence, labor agencies examine drafts for numerical limits only for those enterprises, associations and organizations at which an increase over the corresponding period for the previous year is envisaged. Special attention will be paid to supplying manpower up to strength at newly commissioned enterprises and enterprises that have not yet reached planned capacity. The fundamental provision of these instructions is that ministries and departments should proceed from the need to provide manpower for subordinate associations, enterprises and organizations mainly through intersector reallocation of qualified personnel, the timely training of workers at subordinate training establishments and at their own enterprises, and through the utilization of local labor resources in agreement with the appropriate planning organs and labor agencies. This will provide an opportunity for the latter to exert a real influence on saving labor resources in the sectors of the national economy.

/To Make Broader Use of the Experience of Leading Enterprises/

There are considerable reserves for raising labor productivity and releasing labor resources in the further improvement of labor organization. Together with the RSFSR Ministry of Agriculture, we recently studied the experience of cyclical labor organization in agriculture, using as an example the Mir Sovkhoz near Moscow, and we prepared recommendations for its further dissemination. Together with the RSFSR Ministry of the Coal Industry (as published) the practice of introducing leading methods in labor organization at the Mayskaya Mine of the Rostovugol Association in Rostovskaya Oblast was examined and approved.

Many questions, however, remain for us to resolve. For example, we are disturbed by the fact that the rates at which team forms of organizing labor and wages are being disseminated are still inadequate. Many ministries have not even started to prepare sector methodological recommendations on this question.

Up to now we have not given proper consideration to economic calculation in construction teams using the method of N. Zlobin, even though its application exerts a substantial effect on raising labor productivity, improving work quality and saving material expenditures. Thus, while on average in the RSFSR the 1979 plan for labor productivity on construction and installation operations was fulfilled 97.3 percent, for the cost-accounting teams the figure was 109.2 percent. In these teams output is 43 percent higher and wages 20 percent higher than the average in construction. Nonetheless, these kinds of teams in construction combine together only about 22 percent of workers in construction and plans for setting them up are not being fulfilled because ministries are not giving this form of labor organization the attention it deserves. Rough calculations show that if all construction organizations were fulfilling plans for switching teams to cost accounting

this would make it possible to improve labor productivity by a magnitude equal to making more than 30,000 workers redundant.

Within the republic insufficient use is being made of such progressive forms of organizing labor and wages as operating using the Shchekino method. In 1979, within the RSFSR this method was being applied at only 700 enterprises. Labor productivity growth rates at these enterprises were 1.5 times greater than for the whole of industry in the RSFSR.

The RSFSR State Committee for Labor has studied how the Shchekino experience is being disseminated to enterprises in the republic's food industry. More than 150 of them have introduced this progressive method. Many managers, however, are unable to give up long-established forms of labor organization, and as a result the experience of the Shchekino people has not been applied in the sector as it should be. Together with the RSFSR Ministry of the Food Industry and the food industry workers trade union central committee, the State Committee for Labor has set out measures to strengthen organizational and economic work aimed at spreading this method.

Unfortunately, it must be stated that in republic ministries such as the Ministry of the Fuel Industry, the Ministry of Roads and others, the Shchekino method is virtually unused, despite its obvious efficiency, even though the situation with respect to plan fulfillment for labor productivity remains strained. It is essential to set about better planned introduction of this method in all ministries.

Large reserves for improving manpower utilization and raising labor productivity are found in the comprehensive system of organizing production, labor, management and wages after the experience of the Volga Automobile Plant imeni 50-letiya SSSR. RSFSR enterprises that have switched to the Volga Automobile Plant system have achieved considerable successes. In 1979 normed targets were met on average at 100 to 104 percent, and almost all workers (99 percent) worked according to technically substantiated normed targets. The coefficient of turnover among worker cadres at these enterprises is lower than for industry in the republic as a whole.

In our view, both economic agencies and ministries should disseminate more actively the progressive forms of labor organization that have demonstrated in practice that they are an effective method of accelerating labor productivity growth. In the plan drawn up by the RSFSR State Committee for Labor to implement the measures stemming from the CPSU Central Committee and USSR Council of Ministers decree on improving the economic mechanism, provision is made for a broad range of measures for control over the correct application of progressive wage and bonus systems at enterprises and construction sites, and for studying the causes of overexpenditure of wage funds, the incorrect relationships that have come about between labor productivity growth rates and wages, and other questions involving saving labor.

Marching to meet the 26th CPSU Congress, the collective of our committee is making every effort jointly with the ministries and departments of the RSFSR to make a worthy contribution to the cause of further raising productivity in social production and accelerating the development of the Soviet economy.

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LABOR

CONTROL OVER LABOR FORCE USE IN THE CITY AND OBLAST

Moscow SOTSIALISTICHESKIY TRUD in Russian No 9, Sep 80 pp 90-93

[Article by A. Solov'yev, chief, Labor Administration, Leningrad Oblast and City Executive Committees, Council of Peoples' Deputies: "Controlling the Use of the Labor Force in the City and the Oblast"]

[Text] In the process of perfecting the management mechanism, the significance of local labor agencies is growing in providing industrial associations (enterprises) and organizations with labor forces. One of their most important tasks is the systematic control over efficient use of the labor force, coordination of numbers of blue and white collar workers with labor ceilings, and the implementation of programs to reduce employee turnover in enterprises and organizations irrespective of their departmental subordination.

The economic and social development of Leningrad and Leningrad Oblast is planned according to an entire complex of indicators, in particular the number of workers, and among those workers, the number engaged in science and scientific services for all ministries and departments, enterprises, organizations, and institutions in the city and the oblast. The ministries and departments allocate numerical ceilings (plans) for numbers of workers which they have established for their enterprises for the five-year period, with breakdown by year. Ratification of such plans is preceded by extensive computational and analytical work, including evaluating the needs of the national economy for personnel and the sources for those personnel, and the development of means to achieve a balance between requirements and sources. Computing the required number of workers for Leningrad and the oblast for 1976-1980 was accomplished with full consideration given the directives of the XIV CPSU Congress relating to the development of national economic sectors, as well as long-term goals of the integrated plan for economic and social development of Leningrad and the oblast.

Proceeding from "Primary Directions for the Development of the USSR National Economy for 1976-1980", requisite growth in the number of workers for all national economic sectors was defined for the city and the oblast. The requirement for replacing in the work force those retiring on pensions, leaving for training, or being inducted into the Soviet Army was calculated in consolidated figures according to proportions already established. Worker turnover was not taken into consideration. All this information, when taken together, provided for establishing an additional requirement for blue and white collar workers. Consolidated estimates for sources to cover the requirements for labor force were based upon data provided by the Central Statistical Administration (TsSU), including data on population of able-bodied age and projections for natural losses.

In consonance with ministries and departments, the Leningrad City Executive Committee designated by resolution, certain pilot organizations, which were charged with the responsibility for analyzing and adjusting, in accordance with control figures, indicators for enterprises and organizations. The data which they obtained was presented to planning commissions of the Leningrad city and oblast executive committees.

This provided for a check of indicators for numbers of workers, including requirements for personnel by ministries and departments, and also of sources to satisfy those requirements. Particular attention was paid to supplemental recruitment in public production sectors of pensioners, "swing" migrants, migrants, students, housewives, and other population categories. At the same time, new forms and methods were developed for organized allocation and re-allocation of the able-bodied populace to achieve a more rational staffing of enterprises, primarily of newly introduced and expanded enterprises, with temporarily unemployed personnel.

After coordination and confirmation of the indicators in superior organizations for enterprises and organizations (irrespective of their departmental subordination) ceilings or limits were established for blue and white collar workers. These became reference points in the state control over use of the labor force in enterprises and organizations in the city and the oblast. Participating with the Labor Administration of the Leningrad Oblast and City Executive Committees in this area are local peoples' control agencies, rayon and city executive committees of the Peoples' Deputies Councils and their subelements.

The basic form of state control, integrated checks of enterprise and organization operations, concerns conformity of numbers of blue and white collar workers with limits (plans) for labor, reduction of personnel turnover, stabilization of labor collectives, use of work time, growth of labor productivity, its scientific organization, establishment of norms, wages and conditions, mechanization of manual labor, improving personnel qualifications, training, the organization of socialist competitions, and exchange of advanced know-how. Certain questions can and must be studied during the course of integrated checks to improve results, such studies can be conducted independently.

The most general form is the control over agreement of the number of blue and white collar workers with the ceiling for labor. It is accomplished in several stages. Initially, a data base is created. Through analysis, enterprises and organizations are grouped into those having above-plan levels of personnel, those having labor force shortages, and growth or reduction of numbers (cross section of ministries).

Checks are planned over the course of a year with breakdowns by quarters: in I, enterprises are checked from those ministries which in the plan for that year are earmarked for a reduction in the number of workers; in II, those for which the number during the first quarter was high compared to the plan; in III, enterprises with labor force shortages, and finally, in IV, those for which an increase in worker number is proposed. Such a system for organizing the checks provides for timely programs to be undertaken to normalize the situation regarding providing personnel for the enterprises checked. The know-how of those organizations which were successful in significantly reducing numbers of workers is being widely disseminated. Studies of the reasons underlying above-plan levels of workers

aid in obtaining the time to bring the lagging organizations into conformance with ceilings before the end of the year. Reduction of a shortage is realistically practicable during a period of mass influx of labor force. Identifying reasons for its growth and influencing its reduction are possible during the plans formulation period (in the IV quarter). Additionally, this does not preclude quarterly checks of these enterprises and organizations which permit above-ceiling levels.

In accordance with the Interim Statute on state control over the use of the labor force, we also conduct integrated checks in all areas. We have statistical data for a cross-section of ministries, the best, average, and worst indicators are established for each area, and formulas are developed for labor force reserves identified during the control.

The administration consists of three sectorial departments for the control of labor force use in industry, science, transportation, communications; in construction, agriculture, and similar sectors of material production; and in the non-industrial sphere. The deputy chief of the administration coordinates their activities. Each department has 13-14 authorized agents (senior rayon economists) assigned. They specialize in the checking of a given sector. Thus, the authorized agent for the Moscow rayon is assigned to the department dealing with the industry (or in the predominant region); that agent being experienced, and having worked previously in production. It is our view that we will receive a considerable yield from this individual.

Differing from other cities, placement and organized recruiting of labor in the city of Leningrad are centralized, and as a result, authorized and senior economists are not involved with these problems in the rayons, but concentrate their efforts upon control functions. In the oblast itself, they receive people relating to all problems of job placement and organized recruiting while at the same time exercising control over the use of the labor force.

Our authorized and senior rayon economists who are attached to departments receive quarterly assignments to conduct three integrated checks of enterprises and organizations from three different ministries or departments, which provides overall (for three departments) a check of more than 120 enterprises (organizations) from nine ministries (departments) per quarter. Teams (brigades) are formed for this purpose, those teams composed of specialists familiar with a given sector, members from the CPSU rayon committee sections for labor resources, scientists, and representatives from society. Their work is supervised by the authorized agent of the administration for labor. Team members are familiarized with methodological materials, prepare the program for checking, and research pre-selected statistical data, and then the actual situation directly which exists within the enterprise.

Taking account of know-how already developed, we prepared methodological recommendations for carrying out state control over the use of the labor force. In the check we were guided by party and governmental decrees relating to problems of forming and using labor resources. This assists us in preparing recommendations and proposals based upon directive documentation. The presence of a standard program for checking enterprises promotes a significant facilitation of the authorized agents' and departments' activities, accelerates the checking process, data processing, and a simplification of statistical reporting. We also approved through practice a checking procedure, a sequence by which it should be conducted, evaluation methods for determining interrelationships of subelements, and principles of

comparative analysis for indicators. As a rule, all data obtained is combined in tables, which form the basis for an informational report on each of the areas of the check. Materials collected are coordinated with the supervisory staff of the enterprise, after which recommendations or instructions are prepared. All work is concluded with the issuance of an order for the enterprise and a review of its results at a collegium of the labor administration. The results of enterprise checks are also reviewed by the oblast council and party organs, and by the RSFSR Goskomtrud (State Labor Committee).

During the last year, rayon services from the administration presented 550 questions for review, including 12 at sessions of the rayon (city) Peoples' Deputies Councils, 104 at executive committee conferences, 28 at plenum and bureau sessions of the rayon party committees, and 66 at committees of peoples' control. With direct participation of the administration, several oblast ordinances were prepared, as were decisions and regulations of the Leningrad oblast and city executive committees directed toward improving the efficiency of labor force use. Supervisors from a number of enterprises and organizations reported at the administration's collegium, in many instances in conjunction with the appropriate oblast committees from the labor unions.

The checks we carried out promote an activation of the administration's operation, and of the public organizations of the enterprises. The conclusions and recommendations of the commission frequently serve them as a point of departure for developing programs to realize hidden reserves, and as a premise for a deeper search for supplementary sources for economy of labor and labor resources. The final result of the check is the preparation of recommendations for enterprises and of combined programs aimed at searching out labor force reserves in national economic sectors of the city and the oblast, in individual enterprises and in organizations. The surplus labor force is then considered in the future when planning for the following year.

In an instance where the enterprises being checked fail to comply with recommendations and instructions relating to eliminating deficiencies detected, we have the prerogative of acting against them. We can send an instruction on the necessity within a particular time period to bring the number of workers into conformance with the ceiling for labor which has been established. In the event of a repeat violation, in addition to an appeal to the raykom which has jurisdiction over the enterprise, we may issue a directive to the bureau for job placements to rescind access of the enterprise to information means on personnel required and not direct temporarily unemployed labor to that enterprise.

Prior to supporting the petition of an enterprise regarding organized recruitment of workers, we also check its compliance with the ceiling for labor, and only after that do we make the appropriate decision. In 1979, for example, we sent reports to the RSFSR Goskomtrud detailing above-plan worker levels in five organizations requesting organized recruiting.

As a result of the state control over the use of the labor force conducted by the labor administration, the number of enterprises having above-plan worker levels decreased, above-ceiling personnel numbers were reduced, plan and actual levels of workers indicators equalized, differentiations of enterprises in personnel shortages leveled out, staffing of enterprises in the service sphere improved, the number of ministries, departments, and enterprises having unwarranted growth in numbers of workers declined, etc.

However, the implementation of control functions by labor agencies requires improvement. It must be directed toward creating universal methodologies for integrated checks, the development of integral indicators for all areas, and of organizational elements of control (planning, reporting, coordination with agencies from peoples' control, expanded sanction rights, etc.). It is obvious that the time has come for generalizing the know-how which has been assimilated in this area. State control over the use of labor resources must become an effective lever in improving the efficiency of labor and production.

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LABOR

TEXT OF BASIC STATUTES ON PAYMENT OF BONUSES TO PRODUCTION WORKERS

Moscow EKONOMICHESKAYA GAZETA in Russian No 39, Sep 80 pp 11-14

[Text of Basic Statutes on Payment of Bonuses]

[Text] Basic Statutes on the payment of bonuses to the workers of the production associations (combines) and enterprises of industry for the basic results of their economic activity.

In conformance with the 12 July 1979 CPSU Central Committee and USSR Council of Ministers decree on "improvement of the planning and intensifying the impact of the economic mechanism on enhancement of production efficiency and quality of the work," the USSR State Committee for Labor and Social Problems and the Presidium of the AUCCTU on 24 July 1980, in coordination with the USSR State Committee for Science and Technology, approved the basic statutes on the payment of bonuses to workers of the production associations (combines) and enterprises of industry, as approved by the State Committee for Labor and the Presidium of the AUCCTU on 28 July 1977.

It was determined that in the new edition point 3.4 was to be put into effect on 1 January 1981 and point 3.14 according to the readiness of the production associations (combines) but no later than 1 January 1981.

Presented below is the revised text of the Basic Statutes.

These Basic Statutes are being introduced for the purpose of intensifying the effect of the bonuses paid for increasing production efficiency and labor productivity, accelerating the introduction of the achievements of science and technology, the scientific organization of labor and advanced production experience, instituting all possible measures for economy of

labor and material resources, and improving the quality of the output and the final results of the work.

Under the guidance of these basic statutes, the ministries and departments, in collaboration with the central and republic trade-union committees, are approving standard statutes on the payment of bonuses to the workers of the production associations (combines) and enterprises under their jurisdiction for the basic results of the economic activity pertaining to the special features of the industrial sectors and also providing for observance of the rights of the associations and enterprises in relation to the establishment and application of progressive forms of economic incentive.

The standard statutes stipulate measures for intensifying the effect of the bonuses on the task of increasing production efficiency; they prescribe specific indicators, requirements and magnitude of the bonuses for the various categories of workers, with due regard for the tasks and special features of the industries and with procedures tested in the advanced work of the enterprises; they establish categories according to the size of the bonuses paid to workers of the sectors, shops and production units which use progressive forms of the organization of labor, apply technically substantiated norms of labor input, achieve a high level of labor productivity, and improve the quality of the output and work; they provide for the necessary blending of the public, collective and individual interests and define the degree of responsibility of the pertinent categories of workers for a violation of state, production and labor discipline.

When there is a change in the production tasks and requirements or in the advanced work experience acquired, the ministries and departments, acting in collaboration with the central and republic trade-union committees, must systematically insert appropriate changes in the standard statutes.

I The General Statutes

1.1 The payment of bonuses must be organized in such a way that it will establish a direct correlation between the size of the bonus and the extent of the labor contribution of the worker and the collective, that there will be no single level of economic incentive, and that incentive will be provided for strenuous, highly-productive labor and for the manifestation of initiative and a creative attitude toward the undertaking; it must also provide for the worker responsibility necessary for fulfillment of the plans and assignments and for observance of state, production and labor discipline.

1.2 Payment of bonuses for the basic results of economic activity is to be established for the workers who participate in the achievement of these results.

1.3 The payment of bonuses to the workers is organized on the basis of a comprehensive record of the economic, organizational, technical and social conditions of labor and production.

1.4 The varied social requirements with which the workers (labor collectives) are tasked, especially the supervisors, determine the need for the application in bonus payments of a system of basic and supplementary indicators and the conditions for payment of the bonuses. In addition, this system makes it possible to more fully harmonize the incentives for improvement of the overall results of the work of the production association (combine) and enterprise (collective, shop, brigade) with the personal contribution of the individual workers, that is, the individual and collective motivation.

Established as indicators for the payment of bonuses should be such worker (collective) requirements as will directly and clearly define the size of the bonuses and as the conditions for payment of these the requirements which when fulfilled may not be used as a basis for increased bonuses.

In selecting indicators for bonus payments, basic indicators should be assigned which, when fulfilled, will make a decisive impact on the increase of work efficiency and quality and on improvement of the final results of production. Bonuses are not paid if there is failure to fulfill the basic indicators.

If there is need to motivate various aspects of the labor activity of the individual workers or collectives, supplementary indicators for bonus payments may be set to go along with the basic ones. Nonfulfillment of these indicators constitutes grounds for reduction of the size of the bonuses.

For overfulfillment of the bonus payment indicators, both basic and supplementary, the amounts of the bonuses are increased.

In addition to the indicators, requirements for bonus payments may be established for the various categories of workers.

It is desirable to include in the basic bonus payment conditions the most crucial requirements set for the workers (collectives) with bonuses not to be paid if there is nonfulfillment. The supplementary conditions are comparatively less important and crucial requirements for the workers (collectives) and if they are not fulfilled, bonuses may be paid but in lesser amounts (up to 50 percent less).

For example, in the payment of bonuses for qualitative indicators (increase of labor productivity, improvement of output quality, etc.) the following may serve as criteria for the fulfillment of the quantitative requirements (in respect to the plan for production volume):

A supplementary indicator--if there is need to motivate not only improvement of the qualitative indicators but also overfulfillment of the plan for production volume;

Or a bonus payment requirement (basic and supplementary) if encouraging over-fulfillment of the plan for production volume is undesirable or may deemphasize responsibility for the quality of the output.

It is also essential to motivate the workers for a thoroughgoing ultimate production efficiency in such a way that improvement of some of the efficiency indicators is not achieved by measures which adversely affect other indicators.

To increase the effectiveness of the systems of bonuses the number of bonus payment indicators and requirements established for the various workers (brigade, shop) must be minimal (in the case of workers' bonuses usually not more than two-three).

1.5 The bonus for the basic results of the economic activity must be so organized that it will in every possible way intensify the motivation of the workers, especially for improvement of the use of manpower, enhancement of the quality of the output produced and its technical level, increase of the proportion of products with the Badge of Quality, and improvement of the quality of the work of all the categories of workers. There must also be widespread use of the experience of the L'vov and other enterprises with respect to the employment of a comprehensive system of output quality control.

1.6 To step up the economic incentive of the workers of the technical control division of the production association (combine) and industrial enterprise for improvement of output quality, in accordance with the decision of the ministries and departments, in coordination with the central and republic trade-union committees, payment of bonuses to these workers for the basic results of their economic activity may only be made for adherence to the standards and technical requirements for the output produced, implementation of measures for stepping up the quality of the products, and prevention of defective output and violations of the production technology.

1.7 Bonuses for economical expenditure of raw materials and materials should be paid when provision has been made for the established indicators of quality of output produced (work).

1.8 Bonuses are paid for fulfillment of the individual and collective work indicators. There must also be a stepping up of the economic motivation of the workers for improvement of the collective final results of the work.

1.9 Bonuses are paid either for fulfillment and overfulfillment of the established indicators or only for fulfillment or overfulfillment.

In determining the size of the bonuses for the various categories of workers and labor collectives consideration is given to the urgency of the plans (assignments, norms) approved for them based on the extent of use of resources, fixed capital and production capacities, improvement of the results

of the work in comparison with the preceding period, and the level of the indicators in comparison with the average and advanced achievements.

It is also desirable to establish a correlation between the size of the bonuses for the basic results of the economic activity and the results of the competition among the subdivisions, brigades and individual workers.

1.10 Bonuses in increased amounts are established and paid to workers of the production associations (combines) and enterprises for adopted and fulfilled counterplans. The amounts of the bonuses are increased by means of deductions for the economic incentive fund as a result of adoption and fulfillment of counterplans. Allocations for this purpose may be made from the surpluses of the economic incentive fund and from the assets of the centralized economic incentive funds (reserves) of the ministries, departments, and All-Union and republic industrial associations.

When there is some underfulfillment of the counterplan but fulfillment of the assignments of the five-year plan for the relevant year, an increased part of the bonus is paid proportionally to the fulfillment of the counterplan.

1.11 The bonus payment statutes prepared in the production associations (combines) and in the enterprises must take into account and encourage the introduction of progressive forms of organization of labor. Bonus payments should be instituted based on the final results of the work of the complex brigades and brigades operating on a cost-accounting contract and the workers (brigades) operating on the basis of a common contract; these are bonuses for fulfillment of personal plans.

1.12 To step up the workers' economic incentive for every possible reduction of production labor consumption and adoption of new norms for production and servicing in conjunction with supplementary wages for workers it is necessary to make use of bonus payments to foremen and other engineer-technical workers of the production sectors and, when there is a nonshop administrative structure, the administrative apparatus workers who fulfill these functions. This is in accordance with point 34 of the 4 October 1965 CPSU Central Committee and USSR Council of Ministers Decree No. 729 and is also based on the revision of the labor norms on the initiative of the workers at the enterprises of Vladimirskaya and Rostovskaya oblasts (Decree No. 274/P-20 of the State Committee for Labor and the Presidium of AUCCTU, dated 21 November 1975).

1.13 Since the bonus awards for the basic results of the economic activity are accompanied by the use of special systems of bonus payments (for putting production capacities into operation, for the collection and delivery of production wastes, etc.), we must not allow payment to a single worker (collective) of bonuses stemming from a large number of special bonus systems in order that there may be no slackening of motivation, particularly for improvement of the basic results of the work.

1.14 The organization of bonus payments should be governed by the thesis that the bonuses constitute not only an economic incentive measure but also a public recognition of the labor services of the worker and they must serve as a moral stimulus for improvement of the work of the other members of the collective. Jointly with the trade-union committees, the executives of the production associations (combines) and enterprises must more actively recruit the labor collectives, the public organizations, the supervisors of the structural subdivisions, and the foremen and brigade leaders for participation in the economic motivation of the workers, prepare statutes on bonus payments and on compilation of the results of the economic activity, and organize widespread publicity for the bonus program.

II Bonus Payments to the Workers

2.1 The bonuses paid to the workers for the basic results of the work are derived from the wage fund and the economic incentive fund.

2.2 The payment of workers' bonuses must be carried out primarily in accordance with the following indicators (conditions):

Fulfillment and overfulfillment of the production assignments and personal plans, the technically validated norms, and the normalized assignments;

Growth of labor productivity, increase of output, reduction of the norm-governed labor intensiveness of the products, and putting into effect new norms of output (time and service);

Improvement of the final results of the economic activity of the brigade, sector, shop or production project;

Stepping up of the quality of the output and the fulfilled work in comparison with the established normative and plan assignments--increase of production of output carrying the Badge of Quality, escalation of the grade of output, defect-free manufacture of products and delivery of them on first demand, banning of defective output, and adherence to the standards and technical requirements;

Adherence to the technological regime, the operational parameters and schedules, and the technical requirements, maintenance of production rhythm, observance and reduction of the time periods for repair of technological equipment, and lengthening of the between-repair periods of operation;

Operation of the planned level of production capacities and equipment;

Economizing on raw materials, materials, tools and other physical assets in comparison with the plan (assignment) or the establishment of normative expenditures in the work for production of output of the requisite quality; reduction of the normative losses of raw materials; increase of the yearly

output yield--increase of the extraction (selection) of nonferrous, precious and rare metals and chemical and petroleum products.

In the program of brigade leader incentives for fulfillment and overfulfillment of the established indicators (requirements) for bonus payments consideration is given to the status of labor discipline in the brigade.

2.3 The amounts of the bonuses are established on a differentiated basis according to the occupations and groups of workers, depending on the meaningfulness and complexity of the work they are doing.

Increased bonus amounts are prescribed for the workers who:

Have adopted personal plans;

On the basis of the introduction of advanced production techniques, improved organization of labor, and mastery of sophisticated devices and methods of work, combined occupations (positions), expanded the service zones, increased the number of units of equipment services as against the norms, and provided for growth of the volume of output produced with the same number or a lesser number of personnel;

Fulfilled and overfulfilled the technically validated norms of production (time) and the normalized and planned assignments as set up on the basis of the intersectorial, sectorial and other progressive labor norms;

Developed models of new equipment and new types of output;

Organized all production output exclusively of the highest quality or the delivery of it on the first demand;

Reduced the expenditure of raw material and materials in comparison with the established norms.

Preferential status with respect to the bonus amounts should be given to workers whose suggestions pave the way for the implementation of organizational and technical measures designed for the reduction of production labor input, acceleration of the putting into operation of new norms of production (time), and enhancement of the quality of manufactured products, as well as workers who are initiators of revision of the labor norms and improvement of output quality.

Within the limits of the funds paid for the results of the work of the entire brigade collective, the collectives (soviets) are empowered to fix the amounts of the bonuses for each brigade member in light of his actual contribution to the overall results of the work and his observance of labor discipline and the regulations of the organization.

2.4 The maximum amounts of the bonuses paid to workers from the wage fund are not to exceed the overall maximum bonus amount prescribed for this industry by the USSR government decrees in effect or other decisions (with no increase in the bonus amount for the brigade as a whole).

In seasonal work a worker may be paid in the season period from the wage fund bonuses up to 80 percent of the piece-rate wage (salary rate) on a monthly basis depending on the length of the season in order that the average bonus amount in this particular year will not exceed the maximum bonus amounts prescribed for this industry for a year under the provisions stipulated in the existing USSR government decrees for this industry for a year. The list of seasonal jobs and the period of the season in which this procedure is in effect is established by the ministry and department.

When bonuses are paid for economizing on raw materials, materials, tools and other physical assets, the total amount of the bonuses paid to the workers is not to exceed 30 percent of the amount of the savings obtained for the sector, brigade, unit or work place in comparison with the expenditure norms approved by the higher organization or the enterprise manager. The amounts of the saving are computed on the basis of the prices prescribed by the plan.

2.5 The indicators, requirements and amounts of the payment of bonuses for the workers of production units are established by the executives of these units in accordance with the statute on bonus payments to workers of a production association (combine) and for the enterprise by the manager of this enterprise.

The indicators, requirements and bonus amounts are established in coordination with the appropriate trade-union committee.

2.6 The bonus payments are usually based on the results of the work during the month. If necessary, the manager of a production association (combine) and enterprise, in coordination with the trade-union committee, can establish other periods for bonus payments.

2.7 The bonuses charged to the wage fund are paid to the workers regardless of the status of wage fund expenditures for the sector, shop, production unit, production association (combine) or enterprise;

III Bonus Payments to Supervisory and Engineer-Technical Workers and Employees

3.1 Payment of bonuses to supervisory and engineer-technical workers and employees for the basic results of their economic activity is made from the economic incentive fund.

3.2 Payment of bonuses to the workers of the production association is made under the following procedure:

Supervisory workers of the association--for the results of the work of the association as a whole;

Workers of the administrative apparatus of the leading plant or leading factory (leading production unit) of the association (combine) as well as the special administrative apparatus of the association--for the results of the work of the association as a whole with due consideration for the results of the activity of the structural subdivision of the administrative apparatus or the individual labor indicators;

The workers of the plants, factories and other structural units pertaining to the industry as well as the shops and sectors which are components of the production units--for the results of the work of these production units, shops and sectors;

The workers of the scientific research institutes and the design, planning and design, and technological organizations--in accordance with the bonus payment statutes established for them under the laws now in effect.

3.3 Bonus payments to workers of the enterprises are made to the following:

Supervisory workers of the enterprise--for the results of the work of the enterprise as a whole;

Workers of the administrative apparatus of the enterprise--for the results of the work of the enterprise as a whole with allowance for the results of the activity of the structural subdivision of the administrative apparatus or the individual labor indicators;

The workers of the shops, sectors and other structural subdivisions of the enterprise--for the results of the work of these subdivisions.

3.4 For the supervisory workers (general director, director, chief engineer, deputy general director and director, chief economist, chief of the planning and economic division, chief accountant, senior accountant exercising the prerogatives of senior accountant, chief of the technical control division) of the production association (combine) and the enterprise indicators are mandatory as basic bonus payment indicators upon which is based the establishment of the economic incentive fund: the growth of labor productivity and the proportion of output of the superior quality category in the total output production volume (or another output quality indicator established for this industry) and also the plan for total profit (accounting profit).

In some industrial sectors which are characterized by special features the economic incentive fund is formed on the basis of other quality indicators: economy in expenditure of physical resources, increased yield on capital, the coefficient of shift work, the level of profitability, reduction of cost of production of output, and in some sectors of the light, food, meat and dairy, and fish industry also the growth of production of output in

value terms in comparative prices and in the extraction industries the growth of production of output in physical terms; these approved fund-generating indicators are correspondingly established as basic indicators for bonus payments.

In cases where the production association (combine) or the enterprise overfulfills the plan for total volume of output production at the expense of output of the first quality category which enjoys demand or output which is not subject to certification and also, for objective reasons, has limited potential for above-plan production of sufficient output of the higher quality category for fulfillment of the planned assignment respecting the proportion of this output in the total production volume--in these cases the USSR ministries and departments and the councils of ministers of the Union republics, in coordination with the appropriate trade-union organs, may authorize these associations (combines) and the enterprises to make bonus payments to the workers in the procedure stipulated for the associations (combines) and enterprises which have fulfilled these assignments. A mandatory requirement for the adoption of these decisions is fulfillment and overfulfillment of the planned assignments for production of output of the higher quality category. When there is overfulfillment of the plan by virtue of output of the second quality category or output which is subject to certification but has not been submitted for this certification, then this procedure is not applied.

3.5 Bonuses for supervisory workers of the production association (combine) and the enterprise for fulfillment and overfulfillment of the indicators are paid when there is compliance with the basic bonus payment requirements as established by the chief of the higher organization in coordination with the appropriate trade-union committee.

One of the basic mandatory requirements for the payment of bonuses must be fulfillment of the plan for production of the most important types of output. When there is nonfulfillment of the production plan resulting in nonpayment of bonuses to the supervisory workers of the production associations (combines) and the enterprises, then it is mandatory that the list of most important products include the output stipulated in the state plan of economic and social development of the USSR and, as a rule, all the output listed in the products list of Gosplan USSR. The list of the most important types of products for the associations and enterprises is approved by the ministry and the department.

For the production associations (combines) and enterprises whose indicators are double and more the volume indicators established for enterprises categorized as Group I in respect to salaries of supervisory and engineer-technical workers, it is mandatory to include in the products list the output stipulated in the state plan of economic and social development of the USSR and also all the products on the USSR Gosplan list, products in the production of which the association (combine) and the enterprise are the leaders (the output comprises the leading proportion of 10 or more percent of the total volume of production).

In the production associations (combines) whose outlays for fuel and electric and thermal energy comprise a considerable proportion of the total, it is desirable to establish for the supervisory workers as a basic requirement for bonus eligibility the requirement of adherence to the norms of expenditure and fulfillment of the assignments for economy of fuel and electric and thermal energy.

The executives of the higher organizations can decide the question of bonus payments to supervisory workers of the production associations (combines) and the enterprises in cases of nonfulfillment of the plan for production of the various types of output listed in the established products list if this output is taken out of production at the consumer's (customer's) request confirmed by the ministry (department). The ministries can authorize the payment of bonuses to these workers in cases of nonfulfillment of the production plan for some of the most important types of output according to the established products list when this output is used only within this production association (combine) and enterprise. If part of this output is also earmarked for delivery to other associations (combines), enterprises and organizations, then the ministries (departments) can authorize the payment of bonuses in this instance only if there is fulfillment of all the contracts for its delivery to other associations (combines), enterprises and organizations.

3.6 In the event of nonfulfillment of the assignments and commitments for deliveries of output in the quantity and time period and according to the product list (assortment) in conformance with the contracts concluded (orders accepted for fulfillment), the supervisory workers of the production associations and enterprises of the industry forfeit the bonuses for the basic results of the economic activity, depending on the extent of underfulfillment of these assignments and commitments.

The procedure for deprivation of bonuses for the basic results of the economic activity in light of the degree of underfulfillment of the assignments and commitments for the deliveries of output and the time limits for putting this procedure into effect are defined by the regulations governing the procedure for calculating fulfillment of assignments and commitments for deliveries of output when bonuses are paid to the supervisory and engineer-technical workers and employees of the production associations and enterprises of the industry as approved by Gosplan USSR, Gossnab USSR, the USSR Council of Ministers State Committee for Labor and Social Problems, TsSU (Central Statistical Administration) USSR in coordination with the AUCCTU.*

*The regulations were approved by Gosplan USSR (No. VL-39-D, Gossnab USSR (No. VNK-30-354), the USSR State Committee for Labor (No. 2085-SN), the Ministry of Finance USSR (No. 24-05), and the TsSU USSR (No. 4-102) in coordination with the AUCCTU 17 August 1977.

The ministries (departments) must also continually reduce the maximum percentage amounts (degree) of underfulfillment of the plan for sale of output. This latter is based on fulfillment of the assignments and commitments for deliveries of output where exceeding these maximums results in the supervisory workers of the production associations (combines) and enterprises forfeiting all bonuses for the basic results of the economic activity.

In the event of fulfillment of all these assignments and commitments for deliveries of output and delivery in the established procedure for output above the plan, then the bonuses for the basic results of the economic activity are increased in keeping with the importance of the additionally delivered output.

3.7 The bonuses paid to the supervisory workers of the production association (combine) and the enterprise may take into account fulfillment of the supplementary indicators and bonus requirements.

The chief of the higher organization, in coordination with the appropriate trade-union committee, may stipulate particularly the following requirements as such bonus indicators and conditions:

Organization of rhythmic production of output;

Fulfillment of the assignments for curtailing the use of manual labor;

Increase of the volume of output of new, highly effective technical production output and new consumer goods;

Fulfillment of the schedules for putting production capacities into operation (vis-a-vis the established norms);

Introduction of advanced production techniques;

Adherence to the standards and technical requirements for the output produced;

Implementation of measures designed for enhancing the quality of the products and the prevention of defective output and production technology violations;

Putting into operation of new (remodeled) production capacities within the established time limits.

Reduction of output requiring high input of materials and curtailment of nonsale expenditures (losses) and other indicators.

In coordination with the central and republic trade-union committees, the ministries and departments can establish a bonus payment procedure in which nonfulfillment by the production associations (combines) and enterprises of the prescribed plans for the creation, development and introduction of

new technology will result in a reduction of up to 50 percent in the bonuses credited to the supervisory workers for the results of their economic activity.

3.8 In the production association (combine) the indicators, requirements and amounts of the bonus payments to supervisory workers of the production units (except for the leading unit) and to the engineer-technical workers and employees of the leading production unit (if there is a special administrative apparatus, to the engineer-technical workers and employees of this apparatus) are established by the chief of the production association (combine). The indicators, requirements and amounts of the bonus payments for the engineer-technical workers and employees of the other production units are established by the chiefs of these production units in accordance with the statutes on payment of bonuses to workers of the association (combine).

In the enterprise the indicators, requirements and amounts of the bonuses for engineer-technical workers and employees of the production projects, shops, services and sectors, as well as the workers of the administrative apparatus of the enterprise, are established by the manager of the enterprise.

The indicators and requirements for bonus payments to the engineer-technical workers and employees must also be tied in with the indicators and requirements for bonus payments to the workers and supervisory workers of the association and enterprise as established in accordance with points 2.2, 3.4, 3.5, 3.6 and 3.7, with provision for the specific functions fulfilled by the various categories of workers (in particular, the workers tasked with responsibility for scientific-technical progress are to be paid bonuses primarily for fulfillment of the plans and assignments for the creation, development and introduction of new technology).

The indicators, requirements and amounts of the bonus payments are established in coordination with the appropriate trade-union committee.

The requirements for payment of bonuses to chiefs of shops (sectors, shifts), foremen and other subdivision supervisors must without fail include the requirement for an evaluation of their activity with respect to the strengthening of labor discipline. The criteria for this evaluation are determined by the chief of the production association (combine) jointly with the trade-union committee.

3.9 When the production associations (combines) are converted to a new system of planning, financing and economic stimulation for work based on a new technology and when their economic incentive funds obtain additional withholdings for the creation, development and introduction of new technology, the workers of the scientific research, design, planning and design, and technological organizations which are production units of the association (combine) receive bonuses from the assets of this fund on the basis

of the bonus statutes set up for them in conformance with the existing laws.

3.10 Engineer-technical workers and employees of the auxiliary shops and sectors receive bonuses based on the indicators established for the workers of the administrative apparatus of the production association (combine) and the enterprise or the indicators established for the production units, production projects, shops, services and sectors maintained by them (provided they fulfill their planned indicators).

If necessary, the chief of the production association (combine) and the enterprise, in coordination with the trade-union committee, can establish a procedure for bonus payments to workers of the auxiliary shops and sectors on the basis of the indicators for their work.

3.11 Artists, designers and model artists, draftsmen, colorists, sculptors, modellers, chiefs of art workshops and laboratories, and other workers of the professions of this type usually get bonuses based on individual statutes approved by the head of the production association (combine) and the enterprise and coordinated with the trade-union committee. Also basic indicators for bonus payments should be primarily stipulated as fulfillment of assignments for the development and putting into production of new types of products (models and styles of clothing and shoes, fabric of new designs and shades which are enjoying increased consumer demand, and patterns which lend themselves to repeated use in mass production).

3.12 The amounts of the bonuses for the supervisory workers of the production association (combine) and the enterprise for fulfillment and overfulfillment of the bonus payment indicators are established by the chief of the higher organization in coordination with the appropriate trade-union committee.

The bonus amounts established for these workers for all the bonus payment indicators may not exceed the average amount of the bonuses for the corresponding engineer-technical workers and employees for the production association (combine) and enterprise as a whole (in percentages of their salaries) for the basic results of their economic activity.

Correspondingly the amounts of the bonuses paid to the supervisory workers of the production units of the association (combine) may not exceed the average amount of the bonuses for the engineer-technical workers and employees of the production units.

The amounts of the bonuses for supervisory and engineer-technical workers and employees are established within the limits of the funds provided on the basis of the estimate for the current year's economic incentive fund expenditures for these purposes.

Within the structural subdivision (shop, section, division, bureau, sector, etc.) in the bonus statutes the bonus payments for fulfillment of the bonus indicators are fixed in uniform amounts (percentages of their salaries). The bonus amounts may be differentiated if individual bonus indicators are stipulated for the workers of the structural subdivision.

3.13 The amounts of the bonuses for foremen, senior foremen, sector and shift chiefs, and engineer-technical workers of the production units and shops must be correlative to the level of normalization of labor. In instances where production norms (time and service) have been established in the shifts, production units and shops as well as normalized and planned assignments, the predominant proportion of which is based on intersectorial, sectorial and other more progressive norms of labor, the amounts of the bonuses for fulfillment of the prescribed bonus indicators may be increased by up to 25 percent. The specific extent of the bonus increase is determined by the administration in coordination with the trade-union committee in accordance with the proportion of workers who operate under these norms (assignments).

3.14 The bonuses paid to supervisory and engineer-technical workers and employees are based on the monthly or quarterly results of their work. In some cases, by decision of the chief of the higher organization coordinated with the appropriate trade-union committee, other time periods are prescribed for the bonus payments.

In the bonus payment procedure for supervisory workers of the production associations (combines) a record of fulfillment of the basic indicators and requirements is kept as a cumulative total from the beginning of the year. If there is nonfulfillment of the basic bonus indicators and requirements from the standpoint of the cumulative totals from the beginning of the year but there is fulfillment respectively for the month or quarter under review, then the chief of the higher organization may establish bonuses for these workers in an amount not exceeding 50 percent of the bonus payment contributions based on the results of the month or quarter under review. If this underfulfillment of the basic indicators and requirements for bonus payments is made up in the subsequent periods of the calendar year, then the chief of the higher organization may make a decision calling for the payment of 50 percent of the portion of the bonus which was prescribed for the results of the preceding periods of this year but not paid because of nonfulfillment of the basic indicators and requirements for bonus payments.

Also established is the following procedure for bonus payments to supervisory workers of the production associations (combines) and enterprises:

Bonuses based on the results of the work during the quarter are paid in full if the basic bonus indicators and requirements are fulfilled in each month of the quarter. If some of these are not fulfilled in some months and if this is not due to overfulfillment of the plan in the preceding period or to the associations and enterprises setting up reduced planning assignments for

the first months of the quarter, then the bonus for the quarter is reduced by up to 50 percent;

Bonuses based on the results of the work during the month are (except for instances where supplementary assignments have been set up for output production) paid only for fulfillment of the bonus indicators and requirements and in the case of the results of the work during the quarter, for overfulfillment of these indicators. The ministries and departments can set up a procedure in which bonus payments based on the results of the work during the month are authorized in an amount up to 75 percent of the assigned amounts and the remainder of the bonus upon fulfillment of the appropriate indicators for the quarter.

For the engineer-technical workers and employees of the production associations (combines) and enterprises the procedure for evaluation of the fulfillment of the bonus indicators and requirements is established by the chief of the association (combine) and enterprise in coordination with the trade-union committee.

If the record of fulfillment of the basic bonus payment indicators and requirements is entered as a cumulative total from the beginning of the year, then the procedure used for the payment of bonuses must be that stipulated by paragraph 2 of this point for supervisory workers. The matter of payment of bonuses to these workers is decided by the chief of the production association (combine) and the enterprise.

3.15 The amount of the bonus paid to a supervisor and engineer-technical worker and employee (except for foremen, senior foremen, and sector and shift chiefs) of the production associations (combines) and enterprises from the economic incentive fund may not exceed 0.5 of the salary per month. The production associations (combines) and enterprises which, in compliance with the USSR government's decisions, employ systems of bonus payments for the fulfillment of supplementary assignments for output production may not exceed 0.6 of the salary per month (when the bonuses are based on the results of the work during the month, the bonus amount may not exceed 0.5-0.6 respectively of the salary; when they are based on the results for the quarter 1.5-1.8 times the salary respectively).

In seasonal work a worker can be paid during the season in an amount up to 0.8 of his monthly salary, depending on the length of the season. The average size of the bonus in a particular year must not exceed 0.5 of the salary per month. The list of seasonal jobs and the seasonal period during which this procedure is in effect are defined by the ministry and the department.

3.16 When there is a relative overexpenditure of the wage fund for the association (combine) and enterprise as a whole, the bonuses listed for the supervisory workers of the production association (combine) and the enterprise are reduced by the amount of the overexpenditure but not by more than 50 percent of the listed bonuses for the period until the overexpenditure is

made up. If the association (combine) or enterprise has made up the wage fund overexpenditure within a six-month period, then these workers are paid 50 percent of the part of the bonus which was not paid in the preceding periods because of the wage fund overexpenditure.

In instances where the production association (combine) or the enterprise has an overexpenditure of the wage fund in the month (quarter) under review but there is a sufficient amount saved in the period which has elapsed since the beginning of the calendar year in the wage fund as recomputed in accordance with the fulfillment of the plan, then the bonuses listed for the supervisory workers of the association and enterprise are paid in full.

The same procedure is employed for the payment of bonuses when there is overexpenditure of the wage fund for workers of the production units, production projects, shops and services. Here too the wage fund overexpenditure is considered only for the pertinent production unit (production project, shop and service).

If there has been a wage fund saving for the production association (combine) and the enterprise as a whole, then the chief of the production association (combine) and the enterprise have the right to pay bonuses in the full amount to the workers of the production units, shops and services who have improved their work but have still not made up the wage fund overexpenditure they sustained in the past period.

The workers responsible for the wage fund overexpenditure are those whose jobs are given in the list as specified in Appendix No 1 of these Basic Statutes.

The bonuses for senior foremen (sector chiefs) and foremen are paid regardless of the status of expenditure of the wage fund for the sector, service, shop, production project and production association (enterprise) as a whole. Also, if the sector has unrecouped wage fund overexpenditures incurred through the fault of the senior foreman (sector chief) and foreman, the amounts of the bonuses paid to these workers may be reduced but not by more than 50 percent both in the month in which the overexpenditure occurred and in the subsequent months henceforth until the expenditure is made up. Payment of the bonuses will then ensue in the amounts stipulated in point 3.16 (Paragraph 1) of these Basic Statutes.

IV The Procedure for Computation, Approval and Payment of Bonuses and the Preparation of Bonus Statutes

4.1 The basis for the computation of bonus payments consists of the following:

For the supervisory workers and the workers of the administrative apparatus of the production association (combine) and the enterprise--the data of the

accounting and statistical reports and the data pertaining to the indicators for which no accounting and statistical reports are specified as well as the operational record and laboratory control data;

For the workers of the production units, services, shops and sectors--the data of the accounting reports and the operational record and laboratory control data.

4.2 The bonuses are calculated for the time actually worked:

For the workers--the earnings calculated on a piece-rate or wage rate (salary) basis. The procedure for computation of the bonuses is established by the chief of the production association (combine) in coordination with the trade-union committee;

For the supervisory and engineer-technical workers and employees--on the basis of salary. For the specialists whose salaries were established in conformance with point 21 of CPSU Central Committee and USSR Council of Ministers Decree No 760 of 24 September 1968 the bonus amounts are computed on the basis of the maximum salary for the corresponding position of worker without an academic degree.

The bonuses for workers and engineer-technical workers and employees are also computed on the basis of the supplementary payments and the wage rate or salary increases paid in accordance with the current laws for combined occupations (positions) and expansion of the service zones or increase of the work volume, for high-level occupational skill of the workers, for high-level expertise of the engineer-technical workers and employees, for fulfillment of the work of an absent worker, for making it possible to free a number of personnel in the sectors requiring service and increasing the labor productivity in comparison with the plan on the basis of implementation of the organizational and technical measures devised, and for night work.

For work on holidays and for overtime work bonuses are credited for earnings at a single piece-work rate or a single wage and salary.

Workers who have worked part of a month (quarter, season) because of being called into service in the USSR armed forces, transfer to another job, matriculation in an educational institution, going on pension, release because of a reduction in force, and other valid reasons are paid bonuses for the time actually worked in the particular period under consideration.

For workers newly arrived on the job a bonus for the time worked in the first month (quarter) of work may be paid at the discretion of the chief of the production association (combine), the production unit and the enterprise.

4.3 Bonuses from the economic incentive fund are paid under the following procedure. The workers' bonuses derived from the economic incentive fund are paid within the limits of the portion of the assets of this fund

allocated on the basis of the estimate for workers' bonuses and the bonuses for supervisory and engineer-technical workers and employees within the limits of the portion of the assets allocated for bonus payments to these workers.

For workers' bonus payments based on the results of the first and second months of each quarter advance deductions may be put into the economic incentive fund from profit. These deductions are established in amounts which will provide for payment of the bonuses listed for the workers.

The bonuses based on the results of the work during the third month of each quarter are paid within the limits of the balance of bonus payment assets in the economic incentive fund computed according to the indicators for the work of the production association (combine) and the enterprise as a cumulative total from the beginning of the year. Excluded from this balance also are the amounts of the bonuses not paid to supervisory and engineer-technical workers and employees because of overexpenditure of the wage fund and nonfulfillment of the planned indicators in the preceding periods.

4.4 Bonuses are approved in the following way:

For workers--by the chief of the production unit of the association (combine) and the enterprise or the shop (production project) chief as proposed by the foreman, chief of the installation or another official in charge of the production sector;

For supervisory workers of the production association (combine) and the enterprise--by the chief of the higher organization;

For the rest of the engineer-technical workers and employees--by the chief of the relevant production association (combine), enterprise and production unit.

The bonuses listed for the worker for fulfillment and overfulfillment of the prescribed bonus indicators and requirements can be raised or lowered in coordination with the appropriate trade-union committee but not by more than 25 percent depending on the quality of the work, the worker's personal contribution to the overall results of the activity and the results of the socialist competition.

When the executives of the ministries, departments and other control organs make corrections in the plan to reduce it below the actual level of its fulfillment, then the supervisory workers of the production associations (combines) and the enterprises forfeit all or part of the bonus but receive not less than 50 percent of the bonus amount listed for payment.

4.5 The bonuses for the period under review (month, quarter, season) must usually be paid to the workers no later than a month following the completion of the period under consideration.

4.6 The workers responsible for a violation of the production and technological regulations and the industry requirements with respect to labor safety techniques and other production transgressions can be deprived of all or part of the bonuses for fulfillment and overfulfillment of the prescribed bonus indicators. The list of production transgressions is established by the chief of the production association (combine), the production unit, and the enterprise in coordination with the trade-union committee.

In instances where consumer goods are returned to the production associations and the enterprises because of their substandard quality, the workers responsible for the production of such goods (the manufacture of them, the quality control, and the sale to the consumers) may lose all or part of the bonuses for fulfillment and overfulfillment of the prescribed bonus indicators.

In cases where charges of administrative or criminal responsibility are brought for rowdyism and drunkenness or measures of public coercion are brought to bear under the ukase of the Presidium of the Supreme Soviet USSR dated 26 July 1966 and the ukases of the presidiums of the Supreme Soviets of the Union republics, the workers involved may lose all or part of the bonuses.

Persons charged with unauthorized absence from work forfeit all or part of the bonuses.

Workers of some categories can be deprived of all or part of their bonuses in accordance with the decrees indicated in Appendix No 2 of the Basic Statutes.

4.7 There is full or partial loss of bonuses for a period in which there was carelessness in the work and an official order (regulation) was issued in respect to it by the chief of the production association (combine), enterprise or higher organization; an indication of the reasons is mandatory in these cases.

The power to rule on the forfeiture of workers' bonuses in full or in part is also the prerogative of the chief of the shop (or appropriate structural subdivision).

Deprivation or reduction of the amounts of the bonuses for workers is carried out at the suggestion of the foreman or another official at the head of the production sector.

When instances of the manufacture (sale) of inferior goods are discovered and supervisory and engineer-technical workers and employees are at fault in the manufacture (sale) of this output, then the bonuses are withheld for the months or quarters when these facts were revealed regardless of whether or not the workers were called to account under the established procedure for disciplinary and other types of responsibility

When incidents of rowdyism and drunkenness occur, the forfeiture or reduction of the bonus amounts takes place in the accounting period when the report on these incidents is received.

The persons guilty of these charges and violations of responsibility forfeit their bonuses for a period up to one year from the accounting period in which these violations are discovered.

4.8 In accordance with the standard statute on bonus payments, as approved by the ministry (department) jointly with the central (republic) trade-union committee, the chief of the production association (combine) and the enterprise, in coordination with the trade-union committee, approves a statute on bonus payments to workers of the production association (combine) and the enterprise. The number of workers who receive bonuses is established every year when the yearly production plan and the economic incentive fund for the current year are approved and a collective agreement adopted.

The workers of the production association (combine) and the enterprise are given at least two weeks' notice when a bonus statute is to go into effect or will be rescinded.

4.9 On the basis of the standard bonus payment statutes as worked out by the ministries and departments, the chiefs of the production associations (combines) are obliged to constantly improve the existing systems of bonus payments so as to provide the necessary economic incentive for every worker and for the collective as a whole in the matter of adoption and fulfillment of intensive plans, growth of labor productivity, economizing in the use of physical resources, reduction of the cost of production, putting new products into production, production of output of superior quality and in the prescribed assortment, and fulfillment of the assignments and commitments for the deliveries of output.

4.10 Jointly with the central and republic trade-union committees, the ministries and departments are required to systematically study, generalize and disseminate the progressive experience in the field of bonus payments in the production associations (combines) and enterprises under their jurisdiction, to take measures to strengthen the control over the use of the funds allocated for economic incentive, to escalate the standards for the economic managers and the trade-union committees in the matter of correctness in the use of the incentive funds and to call to account persons who violate the established procedure for bonus payments.

Appendix No 1

List of Positions

of workers of the production associations (combines) and the industrial enterprises whose bonuses are reduced in consequence of overexpenditure of the wage fund.

1. General director, director, administrators, chiefs, managers and other supervisors of the production associations (combines), enterprises, production units, their deputies and assistants, and the chief engineers and their deputies.
2. Division chiefs and their deputies.
3. Production chiefs and their deputies.
4. Chief specialists.
5. Chief accountants (senior accountants with the prerogatives of chief accountants) and their deputies.
6. Chiefs of shops (oilfields, factories, lumber camps, crews, expeditions and other subdivisions exercising the rights of shops) and their deputies.
7. Chiefs of labor and wage bureaus in the shops and, if such bureaus are lacking, persons who are versed in matters of labor and wages.
8. Chiefs of planning and planning and distribution bureaus in the shops and, if such bureaus are lacking, persons who are versed in problems of planning.
9. Senior shop accountants.
10. Shop senior mechanics and senior power engineers and, if these are lacking, mechanics and power engineers of these subdivisions.
11. Chiefs of nonbasic production organizations which have not been assigned to an independent balance sheet and are components of production units.

Procedure

for the application of the Basic Statutes on bonus payments to workers of the production associations (combines) and industrial enterprises for the basic results of the economic activity in the enterprises which have not been converted to the new system of production planning and economic incentive.

The organization of bonus payments to workers of the enterprises which were not converted to the new system of planning and economic incentive is carried out in conformance with the Basic Statutes with the following special features:

1. The payment of bonuses to the supervisory and engineer-technical workers and employees for the basic results of the economic activity is carried out only from and within the limits of the wage fund of the enterprise.

Workers' bonuses come from the wage fund and they are paid regardless of the status of expenditure of this fund for the sector, shop, production project or enterprise.

2. The amounts of the bonuses paid to a supervisory and engineer-technical worker and employee from the wage fund for the basic results of their economic activity are not to exceed the amounts established by the relevant decisions of the USSR government.

The overall maximum amount of the bonuses paid to a supervisory worker of an enterprise on the basis of the special system of bonus and one-time incentive awards for the fulfillment of especially important production assignments is not to exceed the amounts established by the relevant decisions of the USSR government.

When there is a wage fund overexpenditure, the supervisory workers of the enterprises forfeit their bonuses for the period until the deficit is made up. The portion of the wage fund overexpenditure that is not made up is charged to the enterprise during the year from the time the overexpenditure occurred.

If the enterprise makes up its wage fund overexpenditure within a period up to six months, then these workers are paid 50 percent of the portion of the bonus which was not paid in the preceding periods because of the wage fund overexpenditure.

7962

CSO: 1828

LABOR

TEXT OF DECREE ON UTILIZATION OF YOUNG WORKERS IN PRODUCTION

Moscow SOBRANIYE POSTANOVLENIY PRAVITEL'STVA SOYUZA SOVETSKIKH SOTSIALISTICHESKIKH RESPUBLIK in Russian No 18, 1980, pp 460-462

[Decree "On Measures for Further Improving the Utilization of Vocational and Technical School Graduates in Industrial Enterprises, Construction Projects and Agriculture"]

[Text] Attaching great significance to the correct utilization of vocational and technical school graduates and to assigning them to production, and also to raising the professional level of young workers taking into account the present requirements of scientific and technical progress, the USSR Council of Ministers decrees:

1. To consider as a most important task for the union republic councils of ministers, USSR ministries and departments, associations, enterprises and organizations the adoption of urgent measures to further improve the utilization of vocational and technical school graduates in industrial enterprises, construction projects and agriculture and to create the conditions necessary to promote the assignment of cadres of young workers.

2. To leaders of the associations, enterprises and organizations: to insure, for the purpose of correct utilization of vocational and technical school graduates, that they are offered work in accordance with their profession and qualifications;

to create for graduates the necessary housing and everyday conditions;

to provide information for vocational and technical schools no later than the quarter before graduation on the availability of working places in associations, enterprises and organizations and possibility of providing living accommodation for graduates of these schools;

to insure the growth of qualifying professional skills of young workers;

to report regularly at workers meetings (conferences) on the work being conducted with young people;

jointly with the trade union organizations to develop socialist competition among shops (sectors) for better assignment of young workers in production and also to establish a procedure in accordance with which a young worker cannot be dismissed from work without a thorough review, conducted personally by the shop (sector) chief and the chairman of the trade union committee, of the motives for the notice concerning dismissal bearing in mind that appropriate steps should be taken to remove the causes for the departure of young workers from production;

to bring into practice the realization of competition, among young people, of professional skills, and widely to recruit young workers into the ranks of rationalizers and inventors.

3. The USSR State Committee for Vocational and Technical Education is to pass on to the union republic state committees for vocational and technical education quotas for training qualified workers at daytime vocational and technical schools for each all-union and union republic ministry and department, including the assignment of graduates from the schools to other republics, within the limits of the quotas set by plans for the economic and social development of the USSR.

And to ascertain that graduates of daytime vocational and technical schools are assigned to the enterprises and organizations of those ministries and departments at which the training of young workers is carried out in accordance with the plan for the economic and social development of the USSR.

4. The USSR State Committee for Labor and Social Problems and the USSR State Committee for Vocational and Technical Education are to systematically analyze questions connected with the utilization of vocational and technical school graduates within the national economy, clarify the causes of turnover among young workers, and draw up and implement appropriate measures jointly with the ministries and departments.

5. To confer on local organs of vocational and technical education the right, in the event that associations, enterprises and organizations are unprepared to accept and utilize vocational and technical school graduates in accordance with the professional training and qualifications they have received, to reassign them to other associations, enterprises and organizations.

6. The USSR State Committee for Vocational and Technical Education is to draw up and, with the agreement of the USSR Gosplan, the USSR State Committee for Labor and Social Problems, the USSR Ministry of Finance and the AUCCTU, confirm the position on the assignment of vocational and technical school graduates; the position will be binding on all ministries, departments, associations, enterprises and organizations and will include provisions for expanding the practice of personal assignment of graduates from these schools.

7. The USSR Central Statistical Administration, jointly with the USSR State Committee for Labor and Social Problems and the USSR State Committee for Vocational and Technical Education, is to periodically conduct simultaneous checks on the utilization and consolidation of vocational and technical school graduates at associations, enterprises and organizations.

8. Ministries and departments, jointly with the trade union central committees, are to strengthen control over fulfillment by associations, enterprises and organizations of the measures envisaged by collective agreements to offer work to vocational and technical school graduates in accordance with the professional training and qualifications they have received, to provide special clothing in accordance with set procedures, and to pay wages in accordance with work carried out, specifically in the matter of creating the necessary housing and everyday conditions, increasing professional skills, and enhancing the general educational and cultural level.

9. The USSR State Committee for Publishing Houses, Printing Plants and the Book Trade, the USSR State Committee for Television and Radio Broadcasting and the USSR State Committee for Cinematography are to propagandize the leading experience of associations, enterprises and organizations in the production utilization of vocational and technical school graduates and in insuring the further vocational and cultural growth of young workers.

A. Kosygin, chairman of the USSR Council of Ministers.

M. Smirnyukov, administrator of the USSR Council of Ministers.

The Kremlin, Moscow, 9 June 1980, No 453.

9642

CSO: 1828

LABOR

UKRAINIANS ENCOURAGED TO MOVE TO SIBERIAN OILFIELDS

Kiev RADIANS'KA UKRAYINA in Ukrainian 18 Oct 80 p 2

[Interview with A.I. Pelyus'kyy, deputy head "Holoptyumen'naftohastud":
Conquerors of Northern Latitudes"]

[Text] The Western Siberian oil-gas complex already plays an important role in providing the national economy with fuel. Its importance will continue to grow. But a lot still needs to be done to utilise the wealth of this region better. Representatives from all union republics, and especially from the Ukraine arrived here for this purpose. A building-assembly trust "Ukrtyumen-shytlbud" [Ukraine-Tyumen housing construction] and the "Ukrtyumen'shlyakhbud" [Ukraine-Tyumen road construction] trust have already been organized. They are comprised of collectives from many organizations of the republic's Minprombud, Minvashbud, Minmontashspetsbud, Ukrvishkolhospbud and Minshlyakhbud [ministries of industrial construction, heavy construction, special construction assembly, Ukrainian interkolhoz construction and ministry of road construction]. What goals have been set before the Ukrainian builders? What must the shock brigades accomplish on Tyumen' territory? A.I. Pelyus'kyy, deputy head of the Order of Lenin "Holoptyumen'naftohastud" [Main Tyumen oil-gas construction] answers these questions.

The chief goal of our department lies in speeding up the utilization of oil and gas deposits, construction of compressor and oil pumping stations and gas processing plants, as well as housing, social-cultural and communal economy buildings. In the Tenth Five-Year Plan the collective should accomplish 2.6 billion rubles worth of construction-assembly work, a billion more than in the previous five-year plan. This year's plan is particularly demanding. It is the result of a large increase in oil and gas production, a continuous growth of new power. In the final year of the five-year plan customers will receive almost two thousand various objects. The most important of these are: oil pumping and compressing stations along the main pipelines Surgut-Polotak and Urengoy-Chelyabinsk-Novopolav.

A lot of work will be done on the large Urengoy gas deposit. This unique natural storage is to provide an important addition - 45 billion cubic meters of "blue fuel". This means that within specific dates construction workers must build three powerful plants for processing gas, tens of kilometers of circuits, electric transmission lines and substations.

Other 1980 plans include above 180,000 square meters of housing, construction of five secondary schools, kindergartens and nurseries for 2,100 children and hospitals for 500 beds. These are the reasons why we need a larger contingent of construction workers.

High quality specialists are part of the shock detachment of the construction-assembly train "Ukrtyumen'shytlobud" acting in close cooperation with the newly formed "Obinaftohazbud" /oblast gas-oil construction/ trust. They must erect a housing settlement prior to the arrival of the basic forces. The times have long passed when pioneers in mining Tyumen' natural wealth huddled in small tents and ate from their own kettles. Now construction workers live in good quality, contemporary buildings in settlements with movie theatres, television, kindergartens, schools and doctors. Examples of these are: Surgut, Nefteyugansk, Nadim, Nizhnyevartovsk, Novoy Urengoy. Khanto will also be like that.

The chief task for the workers of the "Ukrtyumen'shytlobud" train and the "Ukrtyumen'shlyakhtbud" trust is to construct in the three coming years for the borers and oil drillers of the Muravlenkivsk deposits 160,000 square meters of housing and 160 kilometers of roads connecting the large oil enterprises to each other.

Here is the reason why we suggested that our Ukrainian colleagues revise a typical project for a block section of a five-story large panel building. The fact is that buildings series III-94-BAM which did very well on the Baykal-Amur main line need additional heating. It must be remembered that Khanto is located in the lower latitudes within easy reach of the Arctic "breath".

Of course, heating adjustments could have been made here, but Ukrainian builders decided otherwise, readjusting a series of products so as to put up good quality buildings for the Siberians adapted to the north. These plans are being realized. The Kiev institute "Dniprotseyvil'bud" /Dniepr civil construction/ has successfully completed an extensive job on the first part of a reconstruction project of the Kopyans'k homebuilding combine which will release its first production already in December.

The Kharkovskaya Oblast party committee provides a lot of help to the Kopyans'k people.

A number of problems cannot be resolved within the framework of one oblast or even republic, especially the problem of equipping building-assembly trains with powerful machinery and with increasingly movable transport on caterpillar treads adjusted for working in muddy areas. Section outfitting is also being revived at the Sursk combine. Most of the allotted number has already been taken care of. The first experimental building will be released in November. Special testing will aid in revealing shortcomings in design and make sure the buildings are within

the proper requirements. This will save a lot of expenses and time in Khanto. In fact, the Samak people plan to send every year to the Tyumen'skaya Oblast not less than 35,000 square meters of housing. Production is being reorganized at the Krenenchug combine.

It is quite possible that many builders, getting used to new places, will want to remain in Siberia. For this reason the party and government established a number of privileges for workers at the northern oil and gas deposits. For example, all workers and engineer-technical staff are paid a "belt coefficient" 70 percent before pay and, in addition, a ten percent increase to the monthly wage: in the gas fields of the North - every six months, in the oil Ob area after a year.

The average Tyumen' builder's wage amounts to 400-500 rubles. On the conclusion of a three-year work agreement three months wages based on the salary scale are paid as travelling expenses. Once every three years each employee has the right to leave with pay with paid travelling expenses to a vacation place and back. Living quarters of those who leave for work in the Extreme North Rayon are saved for them at their former places of residence.

Every year Nalovtyumen'naftohashud, the Komsomol oblast committee and oblast professional soviet organize among the builders a socialist competition. Moral and material stimuli are widely utilized, red challenge banners, money prizes, special sales of passenger cars and tourist trips.

The Tyumen' North is a good school of leading experience providing for an increase in qualified cadres. Many examples can be cited how starting with great working traditions members of Lenin's Komsomol grew into leaders of large collectives here, many of whom have been awarded high government prizes. Managers of the trusts "Severgasstroy" [Northern gas construction] and "Urengoygaspromstroy" [Urengoy gas industry construction] S. D. Belsha and Yu. A. Strubtsov are former leaders in student building detachments. H.I. Shyrenko, manager of the building detachment from Ukraine is now the chief engineer of the "Nadymgaspromstroy" [Nadym gas industry construction] trust whose collective completed ahead of time the equipment for project capacity of the Nadveshe gas deposit.

Here in the North we have many opportunities for daring, for an expression of creative and spiritual strength. We would like to wish only one thing to all those who intend to come here: Don't be afraid of the hardships, go to work bravely. Only in this way can the severe Tyumen' territory be transformed.

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EDUCATION

EDUCATIONAL STRUCTURE, EXPENDITURE DETERMINED BY ECONOMIC REQUIREMENTS

Moscow EKONOMICHESKAYA GAZETA in Russian No 40, Oct 80 p 10

[Article by T. Shirokova, senior scientific assistant of the USSR Academy of Sciences Central Economico-Mathematical Institute: "Educational Potential"]

[Text] Questions of the quality of work and methods of its evaluation and computation in the practice of forward and current planning are increasingly attracting scientists' attention. The relevance of these studies is connected both with a solution of the social problems of the society of developed socialism and also those of an increase in the efficiency of production and its intensification. A study of the singularities and spheres of application of male and female labor and the optimum correlation of these types of labor with reference to various spheres of activity, an analysis of the age structure of those employed in the national economy and the level of education of those in work and of skills and other research into the qualitative characteristics of labor were conducted in the USSR Academy of Sciences Central Economico-Mathematics Institute in connection with its participation in the formulation of the comprehensive program of scientific-technical progress. The level of education of the working people and the dynamics of changes therein was studied in the most detail.

The analysis showed that the prospects for scientific-technical progress are being determined to an ever increasing extent by the nature of the intellectual potential of the work force and the level of development of the education sphere. The economic role of education here manifests itself not only directly through an increase in the qualifications of the working people but also in the functioning of the "education--science--production" system inasmuch as there is an increase in the significance of scientific knowledge in the creation of new equipment and technology and the organization of production.

Summary Indicators

The comprehensive program of scientific-technical progress envisages the basic tasks of the further development of the system of education determined by the growing intellectual requirements of the population, the economy's need for highly skilled personnel and the prospects of science and technology. An improvement in the methods of gauging both quantitative characteristics and qualitative improvements in the content of labor, the body of workers with occupational skills and the level of their general educational training has led to the appearance of new indicators designed to

reflect the economic significance of education. These are primarily the volume and dynamics of society's educational potential and the average education level and the education fund in the form of a cost estimate of educational potential.

The elaboration of summary indicators is enabling us to clearly see the process of the accumulation of knowledge and the course of the qualitative improvement in labor resources, compare the dynamics of their qualitative characteristics with those of the indicators of socioeconomic development and substantiate the necessary directions of a further improvement in education.

What is understood by educational potential is the total number of man-years of education accumulated by all those employed in the national economy. Account is taken here of the length of tuition in each type of education. Insofar as each working person has a definite number of years of education it is possible to calculate the number of education man-years on the scale of the entire economy by year.

According to the calculations made in our institute on the basis of population census material, the value of educational potential in 1959 constituted 637.6 million man-years, and in 1970 some 916.8 million man-years. Educational potential had increased by a factor of 1.4 in 1979 compared with the 1970 level.

Collation of educational potential and the numbers of those employed in the economy makes it possible to study the trends of changes in the average level of education per employed person.

The average level of education per person employed in the economy rose from 6.7 years in 1959 to 7.9 years in 1970 and was more than 9 years in 1979. In 20 years, according to population census data, it rose by a factor of 1.3. This is an important economic characteristic of the working population reflecting the qualitative level of live labor.

This indicator testifies to a very rapid increase in educational potential. In connection with the introduction of the young people's general compulsory secondary education the level of education in the future will increase thanks to higher grades of education.

The continuous increase in the average level of education is conditioned by the progressive development of the economy and its increasing possibilities and requirements. The trends manifesting themselves in the increase in the country's educational potential enable us to assume that precisely the improvement of its qualitative aspect will require ever increasing significance as a source of economic development.

Structural Shifts

An important characteristic of educational potential is its structure—type and subject. An analysis of the structure of education affords us an opportunity of improving the method of study thereof as a single system and determining the scientifically substantiated proportions and balance between individual types of education with regard for the need for labor resources, demographic possibilities and the provision of all types of education with physical plant.

The type structure enables us to clearly see the correlation between general and specialized education. The basic trends of the changes may be traced on the basis of population census data (at the start of the year; as a percentage of the total):

	1959	1970	1979
Total educational potential	100	100	100
a) general education	91.5	87.4	79.8
including complete secondary	26.0	40.9	57.6
b) specialized education	8.5	12.6	20.1
including higher complete and incomplete	3.0	4.4	5.7

As can be seen from the table, the role of specialized education and the average level of general education in the structure of educational potential is increasing. And this trend will evidently strengthen. This is indicated by the following research data. Whereas various types of traditional industrial production require from 35 to 57 percent unskilled and low-skilled workers and only 4-8 percent with secondary education and 1-2 percent of engineers with higher education, fully automated production requires up to 40-60 percent skilled workers with secondary education and 20-40 percent specialists with higher education.

The modern level of technology requires a higher general educational level and the intensive occupational training of the workers. Vocational-technical education is contributing to the rapid accumulation of professional knowledge and industrial experience. The system of secondary vocational-technical schools providing secondary education together with an occupation will be even further developed in the future. Research shows that secondary vocational-technical school graduates have higher labor efficiency compared with those who have undergone on-the-job training.

Expenditure on Education

Forward planning takes account not only of quantitative but also qualitative changes in education. Qualitative shifts can be computed on the basis of the dynamics of social expenditure on education. K. Marx observed that "labor which has the significance of higher, more complex labor than average social labor is the manifestation of a work force whose education requires higher outlays..." (vol 23, p 208).

Calculations show that the cost of a year of education is increasing in all types thereof. There is also a corresponding increase in the overall cost of educational potential.

Expenditure on the tuition of one student per type of education is the source expenditure for calculating the total education fund. All types of education in our country are free and are realized through the state. R180 is spent on the tuition of one student in high school, R650 in the secondary specialized educational institutions and approximately R1,000 in the VUZ's. The cost estimate of educational potential, constituted, as calculations show, approximately R260 million in 1979, has more than doubled in the past 20 years and will continue to increase at a faster pace than the indicator in man-years since the cost of a year of tuition increases at each subsequent level.

The proportion of the national income spent for educational purposes is increasing constantly. Whereas in the 1950's it constituted roughly 5.5 percent of the national income, it currently amounts to over 7 percent. It is anticipated that this tendency to increase will be maintained.

The economic efficiency of investments in education is very great. According to the calculations of Soviet economists, each ruble of additional investment in the development of education and an increase in the level of knowledge secures an additional R3-4 of national income.

The increase in the amount of the resources allocated by the state for the working people's education is not only a command of the developing economy and scientific-technical progress but also a most important means contributing to the accomplishment of social tasks. And primarily tasks such as the gradual removal of essential differences between mental and physical labor and city and village.

Retraining of Personnel

A constant increase in the knowledge and skills of the working people in all areas of production and the general intellectualization of labor are becoming essential for the successful realization of the achievements of the scientific-technical revolution. There is also an objective need to have a certain "reserve of knowledge" insuring the workers' capacity for rapidly adapting to changing production conditions and mastering new equipment. These points, like production requirements, are taken into consideration in substantiating proportions in the distribution of those being instructed in general educational schools, vocational-technical schools, secondary specialized educational institutions and high school.

The significance of the retraining of personnel and its advanced training in the organization of education will increase in the future. As is known, under the conditions of the scientific-technical revolution the volume of knowledge doubles every 7-10 years, every 4-5 years even in the most important branches of the sciences and every 3 years in such branches of modern technology as electronics and electrical engineering. The education obtained in one's youth is only a base which requires constant replenishment with knowledge. The objective process of its aging or "wear and tear," which has three aspects, is taken into consideration in this connection.

First, a loss of accumulated knowledge, of which a worker forgets something or other, is inevitable. Second, there is obsolescence as a result of the progress of science and technology. Third, there is the total depreciation or devaluation of some branch of knowledge or special training of the workers. According to calculations, the average annual obsolescence norm is approximately 5 percent.

A systematic increase in the qualifications of the employed population and the retraining of personnel with regard for the changes in existing occupation and the appearance of new ones actively contribute to the multiplication of the workers' knowledge, skills and experience.

EDUCATION

SERIOUS DEFICIENCIES NOTED AT BELORUSSIAN STATE UNIVERSITY

Minsk SOVETSKAYA BELORUSSIYA in Russian 29 Oct 80 p 2

[Article by I Mostkov: "The Criterion of Demandingness"]

[Excerpts] The party organization of the Belorussian Order of Labor Red Banner State University imeni V.I. Lenin is one of the largest in the republic. The backbone of the collective is made up of more than 1,800 communists and its possesses enormous experience and great strengths and potential. Thanks largely to the daily activity of the part committee the 24 bureaus of the primary party organizations at the university rack up successes year after year both in the training of highly qualified specialists and in scientific work. In socialist completion last year the order-bearing university won the Challenge Red Banner of the USSR Ministry of Higher and Secondary Specialized Education and of Central Committee of the Branch Trade Unions.

When evaluating these achievements, however, communists are obliged to approach the matter using a yardstick of special demandingness--from the positions of the rapidly burgeoning requirements made of the activity of a scientific-teaching collective, and taking into account the role that a university is called upon to play in the development of science and the training of specialists.

This yardstick of demandingness has been defined by a number of CPSU Central Committee and USSR Council of Ministers decrees on universities, by the decisions of the 19th and 20th Belorussian SSR Communist Party Central Committee plenums, and--quite specifically in regard to the Belorussian State University--by the quite recent 3 June report of Petr Mironovich Masherov at a meeting of the university party aktiv. In this report P.M. Masherov made a detailed analysis of the activity of the Belorussian State University collective and formulated with exceptional preciseness criteria for effective party assessment of the results of the university's activity. Addressing the communists of the Belorussian State University, he stated: "The position of 'flagship' among the universities of the republic makes it incumbent upon you to strive in all standard models of work for the highest effectiveness." And here, P.M. Masherov specifically indicated the shortcomings that have affected the level of activity at the Belorussian State University, together with the potential that must be utilized in order to enhance its effectiveness, and the demands on the party leadership such as will insure the realization of this potential.

In the accountability report of the party committee and the delegate speeches at the conference many miscalculations and much unfinished work in the organization of the scientific and teaching processes, in the conducting of educational work, in the training of scientific personnel and in the activity of primary party organizations, the party committee and the vice-chancellor's office, were subjected to serious criticism.

Thus, some student-communists are not setting an example in study. The level of involvement in the social sciences does not in a number of cases correspond to the requirements set forth. There are many shortcomings in the work of the university's training department. Indicators of scientific research such as the economic effectiveness derived from the introduction of a single development, the average cost of economic agreement subjects, and the amount of research being done on the most important subjects, are still low. Individual faculties and departments link their own scientific quests poorly with the demands of the national economy. This applies primarily to the mechanical-mathematics, biology and geography faculties. There are many shortcomings in the training of scientific personnel. Less than half of the graduates offering or defending dissertations complete their post-graduate work. During the five-year plan only 7 of 43 planned defenses of doctoral dissertations took place.

Serious blunders were revealed at the conference in the fulfillment of comprehensive plans for the communist education of students. Much of the blame here lies with the ideological commission of the party committee, which did not afford the necessary aid to primary party organizations. Substantial complaints were leveled at the work of the social organizations, primarily the trade union organizations. The high level of the criticism sounded at the conference bears witness to the principled nature of the communists and their determination to carry out the tasks set by the party for the university which have been reflected in full in the adopted decree. And on this note, the report on the conference would have ended if it had not been for one episode that clearly demonstrated the fundamental shortcoming of the report delivered by the party committee deputy secretary A.P. Zhuk.

The rapporteur posed the question: what has been done to restructure scientific work in light of the arguments expressed at the June meeting of the university's party aktiv? This question is apparently quite justified: in the report on this matter it was stated only that measures had been worked out and discussed in all faculties and then confirmed at a joint meeting of the party committee and the vice-chancellor's office to fulfill the resolutions of the party aktiv meeting. First, however, the communists were apparently not uninterested in knowing about these measures had been worked out and discussed in all faculties and then confirmed at a joint meeting of the party committee and the vice-chancellor's office to fulfill the resolutions of the party aktiv meeting. First, however, the communists were apparently not uninterested in knowing about these measures only for their own faculties. Second, almost 5 months have elapsed since the meeting--time enough at least for first steps to have been taken to realize what was intended. The rapporteur, however, in essence declined to provide an answer, merely repeating that measures had been adopted....

Meanwhile, the gap between intent and fulfillment is not small, and criticism is effective only when the desire on the part of the communists to eliminate shortcomings is supported by the organizational work of the party organs and the administration. Very little was said in the report about the results of such work by the party committee and vice-chancellor's office. Only on one of the critical recommendation's--about the inadequate recruitment of Belorussian SSR Academy of Sciences scientists in the work of the university--did the rapporteur make a specific report, namely that the situation has been corrected during this academic year: 25 academicians and corresponding members and many doctors of science and professors have been invited to deliver lectures. And what about other forms of cooperation between the Belorussian SSR Academy of Sciences and the Belorussian State University--two major scientific centers? What about, for example, an extension of training for university students in the academy's laboratories? And what about improving the organization of scientific research? And what about implementation of the other proposals? Alas, the conference participants learned nothing of this.

Take another example. At the 3 June meeting there was sharp criticism of the manner of which the curators are selected. Among them three-fourths were nonparty people and only four were doctors of science or professors. The delegates learned from the accountability report of the party committee at the conference that the makeup of the curators is now under review. Why only now? The curators are selected at the start of the academic year or at least during its first few days, and they are now already acting in the posts--or they should be.

The conference delegates were also not informed about the progress in the realization of many other measures intended at the meeting of the party aktiv. This shortcoming in the report on only individual matters was expanded in the speeches of the delegates, mainly the university rector V.A. Belyy. It was to be expected that the delegates of those party organizations that had been subjected to particularly severe criticism at the 3 June meeting of the party aktiv or at the present conference would have said something about conclusions that had been drawn and the corresponding restructuring of work. But the representatives of the mechanical-mathematics faculty, the institute of applied chemistry problems and a number of other collectives preferred to remain silent.

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DEMOGRAPHY

AN SSSR SOCIOECONOMIC PROBLEMS OF POPULATION SCIENTIFIC COUNCIL

Moscow ODSHCHESTVENNYE NAUKI in Russian No 5, 1980 pp 148-152

[Article by Candidate of Economic Sciences R. Galetskaya, scientific secretary of the USSR Academy of Sciences Scientific Council "Socioeconomic Problems of Population"]

[Text] The basic task of the USSR Academy of Sciences Scientific Council "Socioeconomic Problems of Population," organized in 1967, is methods guidance for research on problems of demography and labor resources in the USSR, their organization and planning.

These problems are presently being studied at the AN SSSR (USSR Academy of Sciences) Sociological Research Institute (its director, AN SSSR Corresponding Member T. Ryabushkin, is the council chairman), AN SSSR Economics Institute, AN SSSR Central Economics-Mathematics Institute, AN SSSR Institute of Socioeconomic Problems (Leningrad), a number of other Academy institutions (in particular, the economics institutes of the Azerbaijan, Kazakh, Lithuanian, Turkmen, Uzbek and Ukrainian academies of sciences), in institutions of the higher school system and foremost at the Center for Studying Population Problems attached to the economics department of Moscow State University imeni M. V. Lomonosov, in the USSR Central Statistical Administration and at its scientific research institute, and in USSR and union republic Gosplan institutes. The scientific council coordinates the activity of about 70 institutions. There is no demography institute in the AN SSSR system. The absence of such an institute naturally increases the role and responsibility of the scientific council in increasing the activeness of research on population problems.

The "Socioeconomic Problems of Population" scientific council is attached to the AN SSSR Economics Department. About 200 scientists, including both economists and demographers and also philosophers, sociologists, ethnographers, geographers and lawyers, participate in its work. This reflects the interdisciplinary character of population problems, which demand a comprehensive approach. That the council takes such an approach is borne out, in particular, by the creation in it in 1979 of two sections -- "Socioeconomic Problems of Employment" and "Problems of the Modern Family."

Problems of USSR population reproduction have pronounced regional specifics. The council therefore pays a great deal of attention to developing demographic research in different regions of the country. Five territorial council sections are active: Azerbaijan, Central Asia, Northwest, Ukraine and Urals. One of the two annual plenary meetings of the council and many of its conferences are held at scientific institutions of AN SSSR and union republic academy of sciences regional centers.

The conferences and plenary meetings of the scientific council examine problems of the general theory and policies of population, methodology of calculating population size, changes in population age-sex structure over the long term for the USSR as a whole and by individual region, methodology of developing consolidated models of population reproduction, as well as critical analyses of contemporary bourgeois demographic concepts. The council, its sections and working groups have prepared a whole series of scientific reports and recommendations which have been used by planning and other practical organizations in the country.

The results of scientific council activity are reflected in the special-topic handbooks which have been published since 1976 by Moscow publishing houses: "Vosproizvodstvo naseleniya i trudovykh resursov" [Reproduction and Labor Resources] (1976), "Naseleniye soyuznykh respublik" [Union Republic Population] (1977), "Demograficheskiye problemy sem'i" [Demographic Problems of the Family] (1978) and "Regional'nyye osobennosti vosproizvodstva i migratsii naseleniya SSSR" [Regional Aspects of USSR Population Reproduction and Migration] (in publication). In 1981, the handbooks "Netrudosposobnoye naseleniye: sotsial'no-demograficheskiye aspekty" [The Disabled Population: Sociodemographic Aspects] and "Trudovyye resursy i zdorov'ye naseleniya" [Labor Resources and Health] will be published.

After the 24th CPSU Congress, the scientific council, jointly with the scientific research organizations being coordinated, discussed a number of important problems associated with analyzing population reproduction trends and prospects for change in the size and structure of the USSR population to 1990 and to 2000. Several basic positions scientists held in the area of evaluating the demographic situation in the country and prospects for change in it were agreed to and the basic quantitative parameters of the population in 1990 and 2000 and the proportions of the employed population were determined. In this regard, we substantiated the necessity of having several variants of population size based on different reproduction coefficients for the long term.

The scientific council has formulated several basic tenets of the concept of optimum USSR population reproduction and labor resources. They include:

- a) the necessity of an optimum population and labor resources reproduction regime in the union republics and in the basic USSR economic regions (especially in Siberia and the Far East);
- b) continued improvement in living and working conditions for mothers which will permit full actualization of the principle of combining maximum participation by women in social activity and their carrying out the functions of motherhood;
- c) a complex of measures aimed at preventing growth in a number of diseases, at combatting accidents and increasing the average lifespan of workers;
- d) following an active demographic policy in developed socialist society.

At present, the scientific council's attention is focused on carrying out the task set by the 25th CPSU Congress of working out the principles and methods of implementing a comprehensive demographic policy. This policy represents a number of closely interrelated measures in the basic fields and spheres of socioeconomic activity being conducted to ensure expanded reproduction of the population (and correspondingly of the population of working age) in all union republics and economic regions, improving its structure and qualitative indicators, including the skilled workforce. It is important to stress that measures in the demographic policy must be an integral part of the system of measures to improve the well-being of the Soviet people and must be linked as closely as possible to problems of using labor resources efficiently and providing employment.

Documents prepared by the council this five-year plan substantiate the necessity of increasing the intensiveness with which workers are freed and redistributed among branches and enterprises, the importance of recording the demographic structure of those working in order to increase the effectiveness of their labor; ways have been outlined of employing the population efficiently with consideration of the features of labor resources formation and use by territory. The results of this research have been used to work out a "Comprehensive Program of Scientific and Technical Progress and Its Socioeconomic Consequences in Our Country to 1990."

The scientific council adopted a 1981-1985 population problems research coordination plan. The primary tasks of the research are:

- develop a fundamentally substantiated program for an effective demographic policy which will encompass all levels of production, everyday life and health, all components of the socialist way of life, including problems of the family, educating children, and so on;
- improve methods of long-range population size and structure forecasting, including those socioeconomic processes linked to migration and the development of family relations and personal life;
- continue working out steps to further improve working and living conditions for working women;
- work out steps to create conditions more favorable to protecting the health of mothers and infants, rearing children, and increasing the lifespan and the active lifespan of people;
- analyze and generalize world experience, and foremost that of the fraternal socialist countries, in the field of demographic development.

We also developed a comprehensive long-range demographic research program for the period to 2000. Outstanding Soviet scientists participated most actively in its development: M. Bednyy, A. Boyarskiy, D. Valentey, A. Volkov, V. Kostakov, T. Ryabushkin, B. Uralis and others.

This program was subordinated to the tasks of studying opportunities for actively influencing population processes, determining a population reproduction desirable to society over the long term, working out methods of using different demographic policy measures and evaluating their effectiveness.

In order to resolve these tasks, research must be conducted along the following lines:

- overall population theory and policy;
- effectiveness of demographic policy in the USSR and in other socialist, developed capitalist and developing countries;
- socioeconomic aspects of population and labor resources reproduction in the USSR, questions of population aging and urbanization;
- socioeconomic and medical-biological factors determining change in mortality age-sex coefficients and steps to reduce them, the methodology of measuring lifespan, labor and health problems among the elderly, regional health features as a function of the influence of specific sociodemographic factors, and comprehensive study of the interrelationships between demographic processes (birth rate, mortality, population density, social characteristics of the population) and the level of public health development;
- influence of socioeconomic and medical-biological factors on birth rate, demographic development of the family and methods of measuring and analyzing it, statistical methods of measuring, analyzing and forecasting birth rate, and socio-genetic and medical-biological factors of the reproductive function of the family;

-- socioeconomic structure of the population and patterns of change in it under developed socialism, the demographic behavior of individual social groups, socioeconomic aspects of family development and strengthening family relations, the methodology of analyzing the reciprocal influence of socioeconomic development and the sociodemographic situation;

-- ways of shaping employment with consideration of demographic policy goals, by territory;

-- criticism of bourgeois theories of population.

Studying problems of the overall theory of population must be an important section of the program. Soviet scientists have already done quite a bit to substantiate various postulates of this theory. The program anticipates completion of the development of a system of demographic science concepts and categories, determining the object of study, revealing the interrelationship between demography and numerous related disciplines, delimiting demography and related disciplines, studying problems associated with the formation of the laws of population movement, and so on. One of the primary tasks of Soviet science remains its resolute struggle with all sorts of anti-Marxist concepts in the field of population, and in particular its struggle against neo-Malthusianism.

Demographic indicators, and foremost indicators of population size and structure, are the determining components of medium-range and long-range socioeconomic forecasts, inasmuch as these components determine in considerable measure the size and structure of the consumption fund, the amounts and nature of services produced, the volume of housing construction and of enterprise construction in the services sphere, and so on. However, demographic categories have heretofore been included only indirectly in the system of concepts and categories expressing the optimum planning mechanism. It therefore becomes our task to work out a system of concepts and categories of the dynamics and structure of the population for inclusion in the system of optimum planning concepts and to include in long-range socioeconomic plans several basic indicators which directly and indirectly describe population reproduction.

It is also being proposed that work be done to improve methods of demographic analysis, of long-range and medium-range population size and structure forecasting.

One condition for further comprehensive study of population problems in socialist society will be that the efforts of scientists in this field from the fraternal countries be combined.

The AN SSSR scientific council is trying to contribute to international cooperation among demographers. Its members participate regularly in demographic symposia, conferences and seminars organized in nations of the socialist community. In 1975, the council held a scientific conference devoted to population reproduction problems in Kiev. Guests from the socialist countries participated in it. It has been proposed that a similar conference be held again in our country in 1982.

The council's international scientific ties were elevated to a new level after the creation of a working demographic group within the Special-Topic Commission for Multilateral Cooperation Among the Socialist Country Academies of Sciences, "Evolution of the Social Structure of Socialist Society. Social Planning and Forecasting" (group chairman, M. Minkov, People's Republic of Bulgaria). The first joint meeting of this group and the AN SSSR scientific council was held in Moscow in 1979.

It discussed problems of demographic policy in developed socialist society and adopted a joint scientific research plan. The research will be done along three lines: processes of natural population and their influence on shaping the social structures, migration processes and their role in shaping social structures, and the family as a factor in reproduction and change in social structures.¹

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1. For information on this meeting, see: VOPROSY EKONOMIKI, No 1, 1980, pp 154-156.

DEMOGRAPHY

DEMOGRAPHIC FACTORS OF UZBEKISTAN'S URBAN, RURAL DEVELOPMENT

Moscow OBSHCHESTVENNYE NAUKI V SSSR. SERIYA 1 in Russian No 4, Jul-Aug 80 pp 118-125

[P.I. Shlemin review of book "Regional'noye prognozirovaniye rasseleniya i upravleniye protsessom urbanizatsii" by O.B. Ata-Mirzayev, Tashkent, Fan, 1979, 92 pages, super-scription: Tashkent State University imeni V.I. Lenin, bibliography: pp 88-91]

[Text] The book has four chapters. The first is "Methodological Principles of the Comprehensive Regional Forecasting of Settlement." The following are the basic indications of the settlement of the population as an integral system:

stable interconnections between the settlements constituting the system;

hierarchical joint subordination of the population centers in the structure of the system;

territorial organization of the settlement taking shape in specific natural-geographic and socioeconomic conditions and boundaries; and

external functional interconnections of the system of centers of population with other integral and sectorial systems within the framework of a single territory. These and other indications or properties of a territorial socioeconomic system of settlement determine the need for a territorial system-structural analysis of settlement.

All-union, regional, republic, oblast and other territorial systems of settlement may be distinguished within the framework of the USSR's administrative-political arrangement. Differences in the forms of the functional-structural and territorial organization of settlement--a local group of settlements, agglomeration of centers of population, an urbanized region and so forth--could be made the basis of another procedure of the classification of systems of centers of population. Production-territorial complexes of different levels of maturity and scale with the varied connections characteristic of them appear as the system-forming basis of settlement as a territorial socioeconomic system. The system of settlement of any territorial level is regarded as a component of a more intricate territorial socioeconomic system with its intrinsic specific structural singularities and regularities of development.

Regional demographic processes play a particular part in the formation of the specific features of territorial systems of settlement and urbanization. Demography as a comprehensive economico-geographical science studies the formation, development and functioning of territorial systems of the population, settlement and the services sphere and the migration and natural movement of the population in the process of social reproduction and interaction with the natural environment for the purpose of elaborating the scientific principles of the control of these complex processes at different levels in time and space. Geo-urbanistics and georuralistics are distinguished in demography.

The role of settlement in the territorial organization of production and the production forces increases considerably under the conditions of scientific-technical progress. Settlement also acts as a form of the social organization of the population. This increases its role and significance in the comprehensive control of the socioeconomic development of major regions and union republics.

The second chapter is entitled "The Prerequisites of Prospective Settlement and Urbanization in the Uzbek SSR." As in other republics, the use of natural potential in the Uzbek SSR is an important factor of the development of the network of centers of population and the formation of territorial systems of settlement. At the same time such natural factors as deserts and mountains, a hot arid climate, a water shortage and others are holding back the development of the network of centers of population. It is frequently impossible to find room for the construction of new cities on irrigable fertile and densely populated land.

Great demographic potential is an important regional prerequisite of the development of production and settlement. The main regional problem is the acceleration of the intrarepublic territorial redistribution of the population from rural localities to the cities and from regions which have been lived in to those which are being newly developed. Another task is providing spheres for the application of the labor of a rapidly growing population.

Uzbekistan has a stable positive balance of interrepublic migration. The author believes that "the influx of insufficiently skilled manpower with the availability of definite reserves of labor resources in the republic is complicating somewhat the solution of employment of the population here" (p 33). A shortage of skilled workers (275,000 in 1973) is being experienced in the republic against the general background of excessive labor resources and at the time of the rapid growth of the network of vocational-technical schools (p 34). Equalization of the levels of economic development, an improvement in the territorial location of the production forces and the fuller use of natural resources and demographic and economic potential will contribute to the development and improvement of the system of settlement.

The third chapter is entitled "Demographic Problems of Settlement in the Uzbek SSR." In the period 1970 through 1979 the strength of the Uzbek SSR population increased by 3.6 million, constituting 15.4 million. Whereas the absolute population increase in this time was 3 percent, the average annual increase in the urban population was 4.35 percent. However, in the period between censuses the Uzbek SSR's rural population also increased by 1.6 million (p 42).

As a result of the high increase in Uzbekistan's rural population and its negligible outflow to the cities the relative proportion of urban inhabitants remains comparatively low--only 41 percent (p 43).

In the period 1971-1975 natural increase in the republic's population accounted for 93.2 percent and external migration for 6.8 percent of the increase (p 43). The rural population is growing exclusively thanks to natural movement. From 1971 through 1975 only 22,900 persons relocated from the countryside to the cities annually on average. The accelerated growth in the numbers of urban inhabitants is occurring thanks to the administrative transformation of rural centers of population into cities. The migratory increase in the urban population is occurring mainly thanks to external migration. Proportional republic migration to the cities is four times below the analogous indicator for the country as a whole. A characteristic feature of the demographic behavior of Uzbekistan's indigenous population is a higher reproductive orientation, which will be maintained in the distant future also. The process of regulating the birthrate is observed only in the milieu of the intelligentsia of the large cities. The higher-than-usual birthrate is leading to an increase in the relative proportion of Uzbeks in the total population of the republic.

Inasmuch as in the future also Uzbekistan will remain a republic with an industrial-agrarian nature of the economy and given a further increase in the strength of the rural population, the question arises as to an increase in the employment of the latter. The author believes that this is feasible by way of the further industrialization of agriculture; by means of the development in rural localities of labor-intensive sectors of industry on the basis of the location of enterprise branches and also individual small electrical engineering, radio engineering and electronics industry enterprises in rayon centers; an increase in the rural population's floating migration to the cities given an improvement in the operation of transport; and increased pay and an improvement in work conditions in industrial enterprises.

The bulk of intrarepublic migratory turnover is accounted for by the population's movement from city to city. In the period 1960-1975 rural-urban migration constituted only 35 percent (p 53). External migration surpasses intrarepublic migration in all parameters in Uzbekistan.

A sample sociological study of floating migration in the cities of the Fergana Valley showed that 72 percent of the migrants were rural inhabitants and that the overwhelming majority were Uzbeks. It is significant that Uzbek women under the age of 24 constitute 37.5 percent of the total number of floating migrants, whereas Uzbek men of the same age constitute 10 percent (p 56). This is explained by the fact that light industry geared to female labor occupies important positions in the structure of the republic's industry and also by the restricted nature of the sphere of application of female labor in rural localities. Some 63.8 percent of floating migrants are persons with secondary education (p 57). More than one-half of the floating migrants are married, but the proportion of married men here is higher than that of married women. Mothers of large families also participate in floating migration. The development of floating migration is being curbed by the insufficient development of transport and, in particular, by the virtually total lack of high-speed electrified transport in the zone of the large cities.

The fourth chapter is entitled "Main Directions of the Comprehensive Development of the Urban Population and Urbanization in the Uzbek SSR." The following are the principal regional singularities of contemporary settlement and urbanization in the Uzbek SSR: low relative proportion of the urban population with a high rate of its absolute increase; stable high rate of reproduction of the urban population determining the higher-than-usual birthrate among the local population; weak territorial mobility of the indigenous population with a positive balance of the

remainder of interrayon migration and the intensive floating mobility of the population in the suburban zones; prevalence of small and intermediate cities as an expression of the underdevelopment of the urbanistic structure and the singularities of the territorial-sectorial structure of the economy; concentration of the network of urban settlements; high concentration of production and the population in oblast centers with the inadequate economic potential of the small and intermediate cities; underdevelopment of the functional structure of the majority of cities; growing role of large-scale rural settlements in the development of urbanization processes; and others. It is only possible to achieve identically propitious conditions for the population to live and comprehensively develop throughout the territory given the solution of the following problems: an increase in the overall level of Uzbekistan's urbanization and the urbanized character of the local population; the surmounting of the existing differences in the work and social conditions of the urban and rural population; the creation of conditions of equal value of life and activity in cities of different types and levels; and equalization of the levels of individual regions' socioeconomic development.

The creation of "settlement" prerequisites for the rational development and territorial-systemic organization of the production forces presupposes the solution of the following problems: total efficiency of the employment of the republic's population on the basis of an appreciable increase in the places of the application of labor and the rational location of the production forces; the comprehensive development of the interconnected agglomerated systems of centers of population and the single system of settlement on the basis of the formation of regional territorial-production complexes of the national economic complex as a whole; expansion and improvement of the production, transport and social infrastructure; an improvement in the territorial-urbanistic structure of settlement on the basis of the rational location of the production forces; the curbing of the growth of Tashkent and the further development of the oblast centers and acceleration of the growth of the small and intermediate cities; an increase in the social-production interconnection of the urban and rural population as the principal factor of surmounting the essential differences between city and countryside; an improvement in rural settlement on the basis of the liquidation of small-scale settlement and the strengthening of rural centers of population; and the creation of prerequisites for increasing the mobility of the rural population.

An improvement in and the conservation of the environment are connected with the more rational use of land-water resources and an improvement in the environment in the large cities.

Some 75 new cities (1978) or 80 percent of the contemporary urban network (p 66) have been formed in the years of Soviet power in Uzbekistan. Whereas by 1926 the proportion of small cities (up to 20,000 persons) constituted 70.4 percent and they were inhabited by 17.5 percent of the population, in 1975 such cities constituted 50.6 percent of urban settlements with 9.3 percent of the population. In the period 1926-1975 the relative proportion of intermediate (20,000-100,000 persons) cities increased from 22.2 percent to 36.7 percent. There were 2 cities with a population of 100,000 and more in 1926 and 12 in 1978. Some 60.3 percent of the total urban population inhabits the latter (p 68). The average population density of Uzbekistan's cities more than doubled in the period 1926-1975. The author categorizes as a shortcoming of the republic's urbanistic structure the small proportion of cities with a population of 50,000-100,000. Only 15.2 percent of the urban population

(p 69) lived in 9 cities in this category in 1975. There should be an appreciable increase in the number of such cities in the future. Currently there is still a considerable discrepancy both in numbers of the population and overall level of socioeconomic development between the oblast centers and other cities of regional systems of settlement. Furthermore, there is a considerable discrepancy in these indicators between the republic capital and the oblast centers. Thus Uzbekistan's second city--Samarkand--is five times behind Tashkent in population.

By 1990 it is proposed to have reduced the proportion of small cities by 8.9 percent and the proportion of their population by 2.1 percent. The number of intermediate cities will have more than doubled, and their relative proportion in the network of cities will have increased 6.7 percent. The relative proportion of Tashkent's population will have been reduced from 28 percent in 1978 to 27 percent in 1990. The average size of a city will be 81,100 in 1990 (p 70).

Six areas of settlement which differ in level of development of the production forces, sectorial structure of social production, level of urbanization and so forth are distinguished in the Uzbek SSR. These are the Tashkent, Fergana, Zarafshan, Bukhoro-Kyzylkumy, Nizhneamudar'ye and Yuzhnyy regions.

The contemporary system of settlement in the Uzbek SSR is characterized by insufficient development of the agglomerated forms of urban settlement and mature large-scale territorial systems of centers of population. Only two urban agglomerations--the Tashkent and Fergana-Margilan--have taken shape at the present time. Intermediate systems of settlement with a population of the centers of 100,000-500,000 form the most numerous category of the territorial systems of centers of population. There are six such systems in the republic altogether. In addition, three small systems of urban settlement headed by the cities of Nukus, Karshi and Urgench are taking shape. It is presumed that the total number of systems of agglomerated settlement in the republic will have risen to 29 by 1990. These will be inhabited by 9.05 million persons or 82.5 percent of the entire urban population (p 84).

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